

ANNUAL REPORT

To the President and the Congress

FY 1982

On Federal Activities Related
to the Administration of the
Rehabilitation Act of 1973
as Amended





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ANNUAL REPORT
of the
Rehabilitation Services Administration
to the President and the Congress
on Federal Activities Related to
the Administration of the Rehabilitation Act of 1973,
as amended

FISCAL YEAR 1982

U.S. DEPARTMENT OF EDUCATION

Office of Special Education and Rehabilitative Services
Rehabilitation Services Administration

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An 78'

EXECUTIVE SUMMARY

ANNUAL REPORT OF THE REHABILITATION SERVICES ADMINISTRATION FOR FISCAL YEAR 1982

This report to the President and to the Congress, submitted as required by Section 13 of the Rehabilitation Act of 1973, as amended, describes program activities under the Act from October 1, 1981, through September 30, 1982.

The latest amendment to the Act was passed in 1978 (Public Law 95-602). It established new provisions making this the most comprehensive rehabilitation statute designed to rehabilitate disabled citizens and prepare them for suitable levels of employment.

The State-Federal rehabilitation program had its historical beginning with the Smith-Fess Act of 1920. Since then a number of other laws have addressed other aspects of rehabilitation, such as the Randolph-Sheppard, Wagner-O'Day, and Social Security Acts.

During this sixty-two year period, the State-Federal rehabilitation programs have experienced (1) frequent movement and reorganization of the primary Federal agency; (2) varied rates of growth in the numbers of programs administered; (3) increased complexity of program features; (4) revised Congressional definitions of "priorities" under the law; and, (5) new initiatives in equity of opportunity provisions, barrier removal, and other concerns of handicapped people.

PROGRAM OPERATIONS

Basic Vocational Rehabilitation Program

The Rehabilitation Act of 1973, as amended, authorizes the allocation of Federal funds on a formula basis with a 20 percent State fund matching requirement (80 percent Federal/20 percent State) for the administration of a program of wide-ranging services to assist disabled individuals to prepare for and engage in gainful occupations. The agency follows the intent of the statute to provide services to individuals with the most severe handicaps.

Caseload Activity in State VR Agencies

Caseload activities in State VR agencies for FY 1982 were characterized by the following:

1. A decline from FY 1981 in the number of persons served and rehabilitated, both severely and non-severely disabled,
2. A continuing increase in proportion of severely disabled persons among the total caseload.

In Fiscal Year 1982, 226,924 disabled persons were rehabilitated in the State-Federal program, a decline of 11.3 percent from the previous year. Of those rehabilitated, 129,866 or 57.2 percent were severely disabled, the highest proportion ever recorded. A total of 958,537 persons received rehabilitation services in FY 1982, of which 59.6 percent were severely disabled. This was a loss of 7.7 percent from the previous Fiscal Year. Of those served, 571,542 or 59.6 percent were severely disabled, the highest such proportion recorded. The steady decline in caseloads in recent years is attributed generally to a continuing emphasis on serving severely disabled persons for whom services are considerably more expensive and somewhat more time-consuming than for those who are not severely disabled.

Services to the Blind and Visually Handicapped

Over 9,509 blind and 13,735 visually impaired individuals have been successfully rehabilitated during Fiscal Year 1981, the last year data have been collected. This represents an increase in the percent of blind rehabilitants to the overall total number of rehabilitated individuals over the previous year.

Emphasis on specialized training programs utilizing the latest developments in electronic devices and the computer programming field are helping to prepare the blind and the visually impaired population for an ever-expanding employment market. Cooperative efforts with other agencies, both inside and outside the Department of Education, are resulting in new and different programs which result in additional employment opportunities for blind and visually impaired people.

The position of Service Representative with the Social Security Administration (SSA) presents a sound training and employment situation for blind and visually impaired individuals. Since May 1971, when the program was initiated on a national level, approximately 275 persons have been hired in this capacity in the various SSA offices throughout the country.

A training program in the Job Development and Placement of Blind and Visually Impaired Individuals is being offered by a major university, primarily to rehabilitation counselors and job placement specialists in the blindness field. It is the only such training program in the country and has received much technical assistance and support from RSA.

Another university is developing a curriculum to prepare individuals to serve as vocational specialists for the visually impaired. Cross training will also be provided in four major professional disciplines--Rehabilitation Counseling, Vocational Evaluation, Job Placement, and Orientation and Mobility-in order to produce a high functioning generalist especially needed in rural areas in these times of budgetary constraints.

Helen Keller Center for Deaf-Blind Youths and Adults

The Helen Keller Center for Deaf-Blind Youths and Adults continues to make positive strides in rehabilitating persons with these disabilities. As a result of training at this Center, trainees were placed in professional employment, sheltered workshops ^{1/} and/or returned for additional schooling.

During the last Fiscal Year, 777 deaf/blind persons received services from the Helen Keller National Center for Deaf-Blind Youths and Adults. The direct service staff at headquarters in Sands Point has decreased the average amount of time necessary for a client to remain within the comprehensive training program. Previously the average stay was approximately 18 months; now the average time for a client to complete the program is about 11 months.

The Affiliation Network System has tied together some 20 agencies serving deaf/blind persons throughout the country. The affiliation with the National Center has enabled local service agencies to benefit from state-of-the-art rehabilitation methods and provide professional services to deaf-blind individuals within their local communities.

^{1/} Now referred to by the National Industries for the Severely Handicapped as "Work Centers".

Regional representatives are located in nine regions increasing the outreach of the Helen Keller National Center.

Randolph-Sheppard Vending Facility Program

The purpose of the Randolph-Sheppard Act is to provide qualified blind persons with the opportunity to operate vending facilities on Federal and other property.

The Randolph-Sheppard program offers major opportunities for managerial positions for people who are blind. More than 400 blind persons enter this program each year and historically their average earnings have increased. In FY 1981, the Randolph-Sheppard vending facility program provided managerial employment to 3,833 blind persons at 3,420 vending facility locations who had gross sales of \$260.7 million with a net profit of \$51.2 million, resulting in an annual average income of \$15,062 for all vendors in the program.

Services to Deaf Persons

In FY 1982, an estimated 18,736 persons with communications disabilities were rehabilitated. Deaf people accounted for 7,193, while 10,043 were hard of hearing and 1,500 had speech or language impairments. This reflects the general downward trend in numbers of disabled people rehabilitated annually. In FY 1982, almost all State VR agencies had a special coordinator to develop and supervise the State program for deaf and hearing impaired people.

Revised RSA-300 Disability Codes for Hearing Impaired became operative at the State vocational rehabilitation agencies. The revised codes, which distinguish clearly between deafness and hard of hearing, aid rehabilitation counselors in planning appropriate services. Ten interpreter training programs were funded, including the training and growing availability of interpreters specializing in services to deaf-blind people and those with minimum language skills.

Rehabilitation Facilities

Rehabilitation facilities provide the means for evaluation, treatment, and training of many handicapped individuals. In FY 1981, the most recent year for which data are available, State vocational rehabilitation agencies spent \$171,665,000 or 32.3 percent of their funds for services to persons in these facilities. Since 1967, the utilization rates have increased from serving only 65,000 clients at that time, to serving 185,000 clients in 1979 or 20 percent of all clients served. Case service funds expended in rehabilitation facilities totaled \$42 million.

National Industries for the Severely Handicapped (NISH), established in June 1974, reported that in FY 1982, 860 Work Centers were certified and that the total value of commodities and services on the Federal procurement list that government must purchase from the severely handicapped under the Javits-Wagner-O'Day Act increased by \$7,000,000 and now totals over \$52,000,000 yearly. Three hundred more jobs were created bringing total job stations to about 3,300.

PROGRAM DEVELOPMENT ACTIVITIES

The focus of these activities is on the strengthening and improvement of service delivery in order to foster greater chances of vocational rehabilitation and independence of the handicapped person. The total appropriation for Program Development Activities in FY 1982 was \$57,197,000.

Special Projects for Severely Disabled Individuals

At the close of FY 1982, Special Projects for Severely Disabled Individuals were active in the following disability areas, the number of projects being indicated parenthetically: blindness (1), cerebral palsy-multiple sclerosis (1), deafness (1), deaf and blind (1), epilepsy (1), general (13), learning disability (1), mental illness (3), mental retardation (3), multiple sclerosis (1), and rheumatoid arthritis (2). In addition, seventeen spinal cord injury system projects were funded including two new centers being established in Detroit, Michigan and Atlanta, Georgia. A new tele-conferencing project was also funded.

Handicapped Migratory and Seasonal Farmworkers

The Rehabilitation Services Administration coordinates services for handicapped migratory and seasonal farmworkers with the Department of Labor, the Public Health Service, and the Department of Education. During FY 1982, nine projects were continued in nine States in eight regions. The majority of persons served were of Hispanic background. In FY 1982, an average of 30 handicapped migrant workers were rehabilitated in each project. A computer data system is in place, which provides immediate data regarding eligibility and past services from a central location on the migrant worker who moves from place to place.

Projects With Industry

The Projects With Industry program is a partnership between the rehabilitation and the business-industry communities to provide training leading to employment. In FY 1982, over 65 projects affiliated with more than 2,500 private corporations were funded for \$7,510,000. During this same time period, 11,000 disabled persons, most of whom were severely disabled, were served by this program. Of the total served, 8,250 were placed into competitive employment.

Special Recreation Programs

Twenty-three one-year projects were funded under section 311(a) (3) for a total amount of \$1,884,000.

The primary purpose of projects funded under this program is to establish programs of recreational activities for handicapped persons in a community with special emphasis on expanding service for handicapped clients of State vocational rehabilitation agencies. The recreational activities carried out within these projects are diverse in scope and are intended to contribute to the handicapped person's vocational rehabilitation and his efforts to achieve a suitable vocational goal. Funded projects cover leisure indoor and outdoor sports, crafts, arts, and hobby activities. They reflect programs integrating handicapped and non-handicapped persons within the same recreational program as well as special programs designed solely for handicapped persons.

Client Assistance Projects

Client Assistance Projects have the common goal of improving the VR program by providing ombudsmen to work directly with clients. There were 17 projects during FY 1982 at a funding level of \$942,000.

Handicapped American Indian VR

The Navajo Vocational Rehabilitation Program in Window Rock, Arizona was continued in FY 1982 with \$624,000 to carry out a bilingual rehabilitation service program aimed at returning the most severely handicapped Navajos to the world of work and independence. Approximately 600 severely handicapped Navajos are expected to receive service during the second year of operation.

Rehabilitation Training

Rehabilitation Training grants are authorized to ensure that skilled workers are available to provide services to disabled individuals. Training was funded at \$19,200,000 for FY 1982. The scope of training was both academic and non-academic and ranged from Rehabilitation Counseling to in-service training for employed State agency VR unit personnel. In addition, continuing education was provided to upgrade the skills of rehabilitation staff in public and private rehabilitation agencies and facilities which cooperate with State VR units in providing VR services.

In FY 1982, emphasis continued to be directed to ensuring that all training projects reflected a special concern for the rehabilitation of severely physically and mentally disabled adults and demonstrated a special relevance to the services provided by State vocational rehabilitation agencies and closely cooperating private agencies and facilities under the State/Federal, rehabilitation services program.

Case management practices within State rehabilitation agencies continued to be improved in 1982 because of the availability of extensive training in the use of the Case Review Schedule developed by San Diego University. Also, job development and placement training were emphasized in all projects with five new projects funded for this purpose in FY 1982.

In addition, full participation in the various rehabilitation discipline training areas by historically black institutions of higher education was encouraged in FY 1982 and specific steps were taken to achieve a greater involvement of and increased financial support available to such institutions.

Special training projects of an experimental or innovative nature designed to train new types of manpower or demonstrate new techniques were also provided. In addition, the Office of Information and Resources for the Handicapped administers a special program to train interpreters for the deaf funded out of this appropriation.

Independent Living

Independent Living (IL) is a program to provide services to severely handicapped individuals with the non-vocational goal of being more fully functioning members of society. The appropriation for FY 1982 was \$17,240,000. Part B provides for a project grant program under which the Commissioner makes grants to the State VR agency for the establishment and operation of "independent living centers" which provide a wide range of services to severely handicapped persons.

Fourteen new Center for Independent Living two-year projects were awarded funds in 1982. Six projects were continued. Since the program began in 1979, there continues to be at least one Center program in each of the 50 States, Puerto Rico, and the Virgin Islands. Forty-nine of the State rehabilitation agencies which have received grants have elected to contract with one or more local, community-based non-profit agencies to administer Center programs. Because of these contracts, there are now 156 Federally assisted Centers in the nation.

Regional office staff of the Rehabilitation Services Administration initiated periodic site-visits to Center programs not only to monitor actual operations and progress, but to provide technical assistance to these newly emerging service programs. Regional conferences of grantees and Center staff were held in most regions to identify and resolve operational and service delivery issues requiring attention. These conferences were attended by both Central and Regional Office staff. Conference workshops included such topics as case management, financing Center programs, attendant care, setting client and program goals, and a number of other subjects. Two Regional Conferences were organized around the management simulation training technique developed at the Independent Living Research Utilization project in Houston. One region has developed a cooperative regional evaluation system for Centers in that Region.

NATIONAL INSTITUTE OF HANDICAPPED RESEARCH

The Rehabilitation Act Amendments of 1978 removed the Rehabilitation Research program from RSA and placed it into a new organization, the National Institute of Handicapped Research (NIHR). The total appropriation for NIHR activities in FY 1982 was \$28,560,000.

Research Program

The research program primarily is directed toward discovering new knowledge and overcoming significant information gaps to the rehabilitation of severely disabled people. NIHR supports a broad spectrum of research projects such as rehabilitation planning; reduction of attitudinal, legal and recreational barriers; post-employment services for severely mentally disabled clients; improving systems that allow partially-sighted persons to read magnified print; research into the rehabilitation of end-stage renal disease patients; studying the effects of exercise on patients who have had a myocardial infarction, and spinal cord injury research.

In FY 1982, NIHR implemented the priority-setting process established in the regulations. In January, seventeen priorities were proposed for the last half of FY 1982 funds, but due to limited resources actual competitions were announced in only two areas. In May, forty-seven priorities were proposed for support with FY 1983 funds. The proposed priorities were derived from the Long Range Plan.

Rehabilitation Research and Training Centers

There were twenty-six Rehabilitation Research and Training Centers functioning during FY 1982 at a funded level of \$15,693,000. The mission of these Centers is to improve rehabilitation methodology and service delivery systems through research and training. Some FY 1982 highlights include: completion of a sixteen year study in the area of mental retardation; completion of report in developing and implementing accessible fixed-route bus service in a metropolitan area; field tested a Facilitative Case Management training package; creation of an exhibit on Age-Related Sensory Changes which is scheduled for a nationwide tour; and, development of a "user-friendly" computerized information data base for severely visually disabled persons.

Rehabilitation Engineering Centers

There were fifteen Rehabilitation Engineering Centers functioning in FY 1982 at an increased funding level of \$8,155,000. The purpose of the Centers is the development of innovative methods of applying advances in medical, technological, psychological, and social knowledge in the rehabilitation of disabled persons. Some of the latest rehabilitation engineering results include: a finite element analysis and consideration of new materials for a light weight wheelchair; alternate energy sources for powered wheelchairs; an improved method of external muscle stimulation in the treatment and correction of ideopathic scoliosis; improved instrumentation in the quantitative analysis of gait and human locomotion; and, continued development and application of implanted electrode systems to selected paraplegic patients.

International Program

There were nine ongoing projects extended for approximately twelve months under the Special Foreign Currency Program (SFCP) authorized by Public Law 83-480. In addition, there are active projects in Poland, Yugoslavia, Egypt, Tunsia, and Sri Lanka for a total of twenty-nine projects. Site visits for monitoring programs and for international exchanges were funded for forty international scientists and American consultants. Some of the International Program highlights include: an international

seminar in Lahore, Pakistan, on the transcultural dissemination of the Fountain House model for serving the mentally ill; the Cairo Center for the Rehabilitation of the Deaf initiated a program to establish a verbotonal system of rehabilitation for hearing impaired individuals using Eastern Arabic; and, a new project in India demonstrating a rehabilitation program and new technique for rural cancer patients, including models of special equipment and devices suited to rural patients as well as a "small business enterprise" program related to the U.S. Projects with Industry program. The International Dissemination program included the World Rehabilitation Fund exchange of information and experts the RIUSHARE program of RIUSA to provide information to handicapped persons and service providers. The PATH/81/AMERICAS project promotes the integration of simplified, low-cost approaches to disability prevention and rehabilitation in low and moderate income areas of the Americas.

Research and Demonstration Projects

Research and Demonstration Projects totaled \$2,133,000. Other projects were conducted to implement and evaluate procedural systems to assist Federal agencies in reducing the incidence of unacceptable work performance due to physical or mental impairment. The Rehabilitation Indicators Project developed a method and common language for describing client functioning; several projects concerning high risk infants and their families; the effectiveness of the Projects With Industry Program; design of a benefit-cost approach to the prioritization of research projects was developed at Baylor College of Medicine; and a study by the California State Department of Rehabilitation to evaluate the Independent Living Centers.

Research Utilization

The production of research results that can be used to improve services for disabled persons is a significant part of the NIHR's authorizing legislation. In FY 1982, eleven Rehabilitation Briefs were produced and disseminated to some 30,000 users. Topics included "Beating Burnout," "Effect of Parental Disability on Children," "Chronic Pain," "Alcoholism - The Silent Saboteur," and "Attitudes Toward Handicapped Persons." The National Rehabilitation Information Center (NARIC) responded to over 12,000 information requests. REHABDATA, the NARIC bibliographic data base, includes over 7,500 documents, especially NIHR/RSA materials. The ABLEDATA data base of commercially available equipment for disabled persons has grown to 5,000 items.

ANCILLARY ACTIVITIES

Constituent Linkage

The Rehabilitation Act of 1973, as amended, the Mental Retardation Facilities and Community Health Centers Construction Act, as amended, and the Education for All Handicapped Children Act provided Federal funds to individual and group programs within the States and mandated the involvement of disabled consumers in the policy development and consultation aspects of the development of the Annual plan for Rehabilitation Services prepared by each State.

Interagency Liaison

Section 101(a) (11) of the Act requires that VR agencies provide for entering into cooperative arrangements with, and utilizing the services and facilities of, other programs providing services related to rehabilitation, "...specifically including arrangements for the coordination of services to individuals eligible for services under this Act; the Education of the Handicapped Act, and the Vocational Education Act...." Cooperation linkages and relationships between rehabilitation agencies and other public and voluntary agencies are critical to efficiency, economy, and integrated quality services for handicapped people.

State VR Agency Cooperative Agreements include those with American Heart Association; United Cerebral Palsy Association, Inc.; Administration on Aging; Department of Labor, Job Corps; National Multiple Sclerosis Society; Veterans Administration; Department of Labor, Targeted Job Tax Credit Program; National Institute of Mental Health; Special Education; Vocational Education; Department of Labor, Employment Services Administration.

National Council on the Handicapped

Established by the Rehabilitation Act of 1973, as amended by P.L. 95-602, the Council was created in response to a demand for a coordinated approach to Federal programs, policies, and activities concerning disabled persons.

The full Council held two meetings during Fiscal Year 1982, and three Committee meetings. The Committee meetings were for the purpose of conferring with and assisting the staff of the National Institute of Handicapped Research (NIHR) in developing funding priorities which were published in the Federal Register in May 1982.

Office of Information and Resources for the Handicapped (OIRH)

The Clearinghouse on the Handicapped responded to 2,771 telephone inquiries, wrote 1,285 letters, and distributed 11,509 publications. The Clearinghouse published the 1982 edition of the Directory of National Information Sources on Handicapping Conditions and Related Services, and put the information into a computerized data bank which is available to the public through Bibliographic Retrieval Services. It also published a Resource Guide on Employment of the Handicapped.

The Office of Information and Resources for the Handicapped also administers a training grant program that is designed to increase the number of skilled interpreters for deaf individuals. This activity was authorized in 1978 in the Rehabilitation Amendments and was begun in FY 1980. A total of \$900,000 was awarded this year.

TITLE V - MISCELLANEOUS PROVISIONS OF THE REHABILITATION ACT

Employment of Handicapped Individuals

The Government-wide Selective Placement Programs Division within the U.S. Office of Personnel Management (OPM) has responsibility for providing technical assistance to Federal agencies in overall management of their selective placement programs for handicapped applicants and employees. OPM also works closely with the Equal Employment Opportunity Commission (EEOC). OPM's biannual publication of Equal Employment Opportunity Statistics reflects Federal employment by handicap status, agency, grade, and occupational category. OPM is also tracking the impact of agency reductions in force on disabled Federal employees. The Handbook of Job Analysis for Reasonable Accommodation outlines procedures for conducting job analysis and/or worksite modification for disabled employees. "Deaf Employees in White Collar Jobs" provides basic information on the nature of deafness as well as guidance on various types of job accommodations and devices that can be used to assist deaf employees.

The Interagency Advisory Group (IAG) issued a memorandum to Personnel Directors that describes special problems encountered by handicapped employees in a RIF situation. The IAG Subcommittee on Selective Placement has established a task force on Federal Handicapped Employees Advisory Committees to study the organizational structures, activities, and effectiveness of those committees that have been established at Federal agencies. The Federal Register published OPM's proposed regulations on the affirmative action program for disabled veterans. For FY 1983, each agency must implement an annual plan for the recruitment, hiring, placement and job advancement of disabled veterans.

OPM cosponsored "A National Symposium - Perspectives on Employment of Handicapped Individuals" for Federal managers and supervisors on creatively resolving employment problems faced by disabled Federal job seekers and employees.

Equal Employment Opportunity Commission (EEOC)

The Equal Employment Opportunity Commission (EEOC) has responsibility for enforcing nondiscrimination and affirmative action provisions of laws and regulations concerning Federal employment of handicapped individuals.

FY 1983 Affirmative Action Program Plans - In response to instruction for submission of FY 1983 program plans, 87 agencies submitted complete plans; one submitted an incomplete plan; and ten submitted no plan.

Analysis of FY 1982 Accomplishment Reports - During FY 1982, the accomplishments of 71 agencies were satisfactory, and the accomplishments of 19 agencies were unsatisfactory. Ten agencies submitted no report. Combined work force data from these agencies indicate that the number of handicapped individuals--that is, the combined total for persons with targeted disabilities and persons with other handicaps--decreased during the reporting period. Analysis of data and data collection procedures indicate that the decrease noted may be a statistical phenomenon rather than the result of decreased agency efforts to employ handicapped persons with disabilities other than those that are targeted.

According to the EEOC, many of the agency installations reviewed are relatively old and, therefore, are comprised of buildings that are substantially inaccessible to mobility impaired individuals. Less than half of the reviewed facilities were sufficiently accessible, and many installations still have not designated parking areas for handicapped individuals. However, the majority of installations were making efforts to remove existing architectural barriers or were reviewing facilities for eventual barrier removal. EEOC has recommended that agency headquarters give high priority to helping installations identify barriers and establish a schedule for barrier removal.

Interagency Committee on Handicapped Employees - The Interagency Committee on Handicapped Employees (ICHE) was established by Section 501(a) of the Rehabilitation Act of 1973 (Public Law 93-112). The purpose of the Committee is to provide a focus for Federal and other employment of handicapped individuals and to review, in cooperation with EEOC, the adequacy of hiring, placement, and advancement practices with respect to handicapped individuals in the Federal service. To date, the ICHE has issued 11 reports and adopted 113 recommendations.

Since OPM administers the Federal personnel system and provides technical assistance for agency affirmative action programs, most ICHE recommendations have been forwarded to OPM for action. The Committee also has made recommendations to other agencies.

Two ICHE work groups were established in 1982: a work group on criteria for evaluation of affirmative action programs for handicapped individuals and a work group on out-placement of handicapped Federal employees. These groups are developing reports and recommendations for consideration by the ICHE.

Architectural Barriers

Section 502 of the Rehabilitation Act of 1973, as amended, established the Architectural and Transportation Barriers Compliance Board (ATBCB). The Board's principal activity during most of FY 1982 was reviewing and revising its minimum guidelines and requirements for Federal accessibility standards. Several Board meetings were devoted to this rule-making function and notices were published in the Federal Register that generated a significant number of responses from the public.

The Board received 119 complaints in 1982, bringing to 816 the number of complaints the Board has processed since beginning operations in March 1975. The complaints came from 43 States, the District of Columbia, and Puerto Rico. They included a wide range of accessibility problems, such as inaccessible entrances, lack of ramps and curb cuts, no parking for handicapped persons, and lack of tactile identification for persons with visual impairments and devices for persons with hearing disabilities.

Employment Under Federal Contracts

Section 503 of the Rehabilitation Act of 1973, as amended, requires that any contract in excess of \$2,500 entered into by a Federal department or agency for the procurement of personal property, and nonpersonal services for the United States shall contain a provision requiring affirmative action by the contractor to employ and advance in employment qualified handicapped individuals.

The Office of Federal Contract Compliance Programs (OFCCP) conducted 2,135 service and supply compliance reviews covering approximately 2.3 million workers in facilities throughout the country. In addition, almost 1,450 complaints of discrimination were received from handicapped individuals. In this same period, some 1,845 cases were investigated, conciliated, and closed. During the year, the resolution of complaints with backpay as a remedy affected a total of 134 individuals and \$613,773.

Nondiscrimination Under Federal Grants (Department of Education)

Section 504 of the Rehabilitation Act of 1973, as amended, prohibits discrimination against qualified handicapped persons in all programs and activities conducted by recipients of Federal financial assistance. The Office for Civil Rights (OCR) has responsibility for enforcing Section 504 in regard to programs and activities receiving funds from the Department of Education (ED). It also coordinates a Department-wide technical assistance program designed to encourage voluntary compliance with the regulations.

OCR received 836 complaints alleging discrimination on the basis of handicap. Of these complaints, 71 percent involved elementary and secondary institutions, and 29 percent involved postsecondary education/vocational rehabilitation institutions and other education related institutions. OCR was able to resolve 1,030 complaints in FY 1982 (this includes the resolution of complaints received during FY 1982 as well as those pending from previous years).

OCR initiated 51 Section 504 compliance reviews. Approximately 75 percent of the reviews was of elementary and secondary schools where unserved special education was the most frequent issue. Twenty-five percent of the reviews were of postsecondary education institutions where the primary issue was program accessibility. As in complaint investigations, OCR was able to achieve voluntary compliance in almost all instances where violations were determined.

OCR's Regional Technical Assistance Staff (RTAS) units responded to 12,959 requests for technical assistance. Virtually all of these requests were related to Section 504. Most of these requests came from school districts and postsecondary institutions and from State and local educational agencies.

A contract for Section 504 technical assistance provided workshops for mayors and county officials, and training for 120 State Education Agency (SEA) officials to assist them to administer Section II B (oversight responsibilities) of OCR's Vocational Education Guidelines. A technical assistance manual was developed to assist SEAs in complying with the Guidelines.

An elementary and secondary school civil rights survey was conducted to assist OCR in obtaining information which may warrant review of the compliance status of school systems and individual schools under nondiscrimination provisions of Title IX of the Education Amendments of 1972 (sex), and Section 504.

Nondiscrimination Under Federal Grants and Programs (Department of Justice)

The Coordination and Review Section (CRS) of the Civil Rights Division (CRD) in the Department of Justice (DOJ) is responsible for the implementation of Executive Order 12250 "Leadership and Coordination of Nondiscrimination Laws." This Executive Order charges the Attorney General with ensuring that regulations promulgated by Federal agencies comply with Section 504 and certain other Federal civil rights statutes.

CRS prepared draft revisions of the former HEW guidelines in the form of "coordination regulations" for both Federally assisted and Federally conducted programs under Section 504.

The Department reviewed and approved eight agency Section 504 regulations for publication in the Federal Register. A court order required nine agencies that provide Federal financial assistance to issue regulations "on an expedited basis" for the implementation of Section 504 as it applies to federally assisted programs. Eight agencies have complied with the order and published final regulations this Fiscal Year.

CRS continued to consider policy issues posed by the 1978 amendment to Section 504 including: (1) what agencies are covered by the 1978 Amendment; (2) whether the amendment requires agencies to provide interpreters for deaf persons in order to ensure "effective communication"; and (3) whether and to what extent Federal licensing activities are covered by the amendment.

CRS staff recommended and the Assistant Attorney General approved 24 agency implementation plans. CRS assisted in agency plan development, improved problem identification, the establishment of priorities responsive to identified problems, and the reallocation of resources necessary to carry out priorities and planned activities.

CRS provided litigation support to the office of the Solicitor General and the Civil Division in various lawsuits brought under Section 504. CRS involvement in these cases included preparation of testimony, affidavits, and court-requested status reports; and assistance in developing arguments and drafting briefs.

Nondiscrimination Under Federal Grants and Programs (Department of Health and Human Services)

The Office for Civil Rights (OCR) enforces Section 504 in regard to programs and activities receiving funds from the Department of Health and Human Services (HHS). OCR enforces Section 504 by investigating complaints of discrimination, reviewing the practices of health care and social service providers, and extending technical assistance to recipients and handicapped persons to encourage voluntary compliance.

Based on preliminary analysis of regional reports, OCR received 469 individual complaints in FY 1982 alleging discrimination compared to 937 complaints received in FY 1980 and 706 in FY 1981. OCR completed action on 537 discrimination complaints. The most important issues raised in the complaints covered the general categories of accessibility (through auxiliary aids and interpreters) and selective admission or denial of services. OCR initiated 121 compliance reviews of hospitals and State health or human services agencies. An additional 66 reviews were carried over from prior years. During FY 1982, OCR completed 72 compliance reviews. The issues most commonly addressed were: accessibility/availability of services and procedural violations.

OCR and the Office of Human Development Services conducted 18 nationwide Children's Bureau/Administration for Children, Youth and Families program assessments which were initiated in FY 1981. OCR worked with the Social Security Administration, Public Health Service, Office of Human Development Services, and the Health Care Finance Administration to develop new Section 504 strategies.

Section 504 and Title VI regulations were made available on tone-indexed tape for the legally blind populations. Copies of the video tapes, "Reasonable Accommodation--The Employment Story," and "Disability Is Not The Question, Opportunity Is," and the tone-indexed tapes of Section 504 and Title VI regulations were also made available.

In FY 1982, 150,000 Section 504 technical assistance documents were distributed to recipients, beneficiaries, elected officials, other Federal agencies, professional organizations and interested individuals.

OCR's regional outreach staffs provided assistance to approximately 6,000 HHS beneficiaries and recipients to help them voluntarily comply with Section 504 and other civil rights regulations. Over 200 site visits were conducted during which technical assistance to recipients on specific compliance problems was provided.

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INTRODUCTION

The public program of Vocational Rehabilitation is our major governmental effort, on the Federal and State levels, to provide constructive approaches to the complex problems of disability. It signifies the nation's recognition of its responsibility to provide disabled citizens with opportunities to be full participants in the world of work and the community in general.

The legal base for this national rehabilitation effort is the Rehabilitation Act of 1973 (P.L. 93-112), as amended. The Act was last amended by the Rehabilitation, Comprehensive Services, and Developmental Disabilities Amendments of 1978 (P.L. 95-602). Within this legislation are new opportunities, challenges, and benefits designed to enhance the development and potential of disabled individuals and especially those having severe disabilities. There are many disabled persons in the United States. Estimates of those with work disability range from about 9 percent of the adult non-institutionalized population age 18-64 (12.4 million persons) to about 17 percent of the non-institutionalized adult population (21.9 million).^{1/} Effective management requires more efficient use of these resources by everyone involved in the rehabilitation process at the Federal, State, and local levels.

The State-Federal rehabilitation partnership has a long history extending back to the Smith-Fess Act of 1920. The basic rehabilitation legislation within Federal law has grown from that one-page Act to the current 71 pages of P.L. 95-602, the rehabilitation aspects of the Randolph Sheppard, Wagner O'Day, and Social Security laws, and to mandated interrelationships with numerous other Federal programs under a variety of laws. Over time the rehabilitation program has experienced the following: (1) frequent movement and reorganization of the primary Federal agency in recent years; (2) steady growth in the numbers of programs administered and the complexity of program features; (3) increased Congressional definition of "priorities" under the law; (4) longstanding as well as new "advocacy" efforts in civil rights, barrier removal, affirmative action and other societal concerns of handicapped people. Broader social and economic trends such as inflation, increasing technology in the work place, greater educational opportunities for disabled children, major medical and health advances; and new concepts in service delivery have also changed and expanded rehabilitation efforts in many directions. For the disabled citizen who wants to become an independent contributing member of the community, assistance is available through the State-Federal rehabilitation partnership.

^{1/} Nine percent is an estimate from the 1980 U.S. Census and 17 percent is an estimate from the 1978 Survey of Disability and Work conducted by the Social Security Administration.

Organizational and Administrarative Structure

The Rehabilitation Service Administration provides a single agency focus for a number of Federal programs serving people with disabilities. During Fiscal Year 1982 the Rehabilitation Services Administration was composed of the following units:

THE OFFICE OF THE COMMISSIONER

PLANNING AND POLICY STAFF

- Policy Staff
- Planning Staff

MANAGEMENT SERVICES STAFF

- Budget and Financial Operations Staff
- Administrative Management Staff

THE OFFICE OF PROGRAM OPERATIONS

- Division of Program Administration
 - Data Management Staff
 - Basic State Grants Branch
 - Deafness and Communicative Disorders Branch
- Division of the Blind and Visually Impaired
 - Vending Facilities Branch
 - Rehabilitation Branch

THE OFFICE OF DEVELOPMENTAL PROGRAMS

- Division of Resource Development
- Division of Special Projects
 - Service Projects Branch
 - Independent Living Branch

REGIONAL OFFICES I - X

PROGRAM OPERATIONS

PROGRAM OPERATIONS

The Rehabilitation Act of 1973, as amended, authorizes grants to the States to establish and conduct comprehensive vocational rehabilitation programs to meet the "needs of handicapped individuals so that such individuals may prepare for and engage in gainful employment to the extent of their capabilities." The Act places responsibility on the Commissioner of the Rehabilitation Services Administration for both the management of the Federal aspects of the State-Federal vocational rehabilitation system and monitoring of the manner in which State agencies carry out their responsibilities under the law. Regional offices provide technical assistance and leadership in assisting States to strengthen their Vocational Rehabilitation programs.

Three-Year State Plan

The Rehabilitation Act of 1973, as amended, requires each State agency designated to administer the vocational rehabilitation program to submit a State plan every three years. The State Plan for vocational rehabilitation services must be approved before a State can receive Federal funds.

The Three-Year State Plan is the State unit's presentation of its basic assurances and commitment to the requirements of the Rehabilitation Act and to program planning and other key activities. The State Plan is also the major point of reference for the Rehabilitation Services Administration as it monitors State unit performance with respect to setting and achieving priority goals, program operations and the delivery of vocational rehabilitation services, especially to individuals who are severely handicapped.

IWRP Developments

The Rehabilitation Act of 1973, as amended, also requires that an Individualized Written Rehabilitation Program (IWRP) be developed for all handicapped individuals served. The IWRP contains information about the process involved in making decisions about the rehabilitation goal and intermediate objectives that are planned to help reach that goal. It also identifies the vocational rehabilitation services that will be provided to aid the client in achieving the goal, and provides the basis for measuring the client's progress toward the goal in terms of specific objectives.

Organizational Location of State VR Agencies

There are 82 State agencies administering vocational rehabilitation programs in the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Commonwealth of Northern Mariana Islands.

In many States, there are two agencies - one for people who are blind, the other for people with any other disability. In most States, a single rehabilitation agency provides services to persons with any disability, including blindness.

RSA POLICY SYSTEM

The Rehabilitation Services Administration has developed a Federal/State Vocational Rehabilitation Policy System. Its purpose is to assure clear and focused policy functions as a guidepost for efficient resource utilization. This system will increase the responsibility of State and local governments, and foster consumer and private sector participation in policy development in the vocational rehabilitation program.

This system will insure clear differentiation between that which is based on statute and related regulations and other significant nonbinding information. It allows for broad input from Federal and non-Federal sources at the earliest stages of policy development.

SECTION 110 BASIC VOCATIONAL REHABILITATION PROGRAM Federal Funds \$923,414,000

The total funding available for program operations activities in FY 1982 was \$923,414,000 and was distributed as follows:

	<u>1981</u>	<u>1982</u>
Basic State Grants	\$854,259,000	\$863,040,000
Service Projects	29,860,000	23,894,000
Training of Rehabilitation Personnel	21,675,000	19,200,000
Independent Living (Part B)	18,050,000	17,280,000
Social Security Disability Insurance Program (Trust Fund)	87,050,000	*
Supplementary Security Income Program	37,000,000	*
	<hr/>	<hr/>
	\$1,047,844,000	\$923,414,000

* Funds of \$3,000,000 were made available by the Social Security Administration to reimburse State VR Agencies.

In order to offset reductions in funds, added efforts are being initiated to improve financial and programmatic management in the following areas: job development and job placement, internal management improvement, facilities services offered for severely disabled individuals, IWRP/IEP joint planning, deaf-blind program, and improving vocational rehabilitation services to learning disabled individuals.

The Rehabilitation Act of 1973, as amended, authorized the allocation of Federal funds on a formula basis with a 20 percent State fund matching requirement (80 percent Federal - 20 percent State) for the administration of a program of wide ranging services to assist handicapped individuals to prepare for and engage in gainful occupations. The emphasis is on providing services to individuals with the most severe handicaps.

Structure of Services

Rehabilitation services are provided on an individual basis, tailored to the distinct and specific needs of each disabled person based on evaluation of rehabilitation potential. State agency professional staff provide referral, counseling and guidance, and placement services. They also coordinate and authorize the acquisition of needed services from other public programs, or purchase the required services on a fee-for-service basis from the private sector. The range of such services includes, but is not limited to: physical and mental restoration services such as medical and corrective surgical treatment, hospitalization, prosthetic, orthotic and other assistive devices, physical and occupational therapy and psychological services; training, including personal and work adjustment; maintenance; transportation; reader services and orientation and mobility services for the blind; interpreter services for the deaf; tools, equipment and initial stock; telecommunications, sensory and other technological aids; and post-employment services.

Eligibility for services is based on the existence of a disability constituting a substantial handicap to employment and a reasonable expectation that the provision of vocational rehabilitation services will result in employment. The rehabilitation counselor is the key staff member in making the eligibility determination, developing with the handicapped person an individualized written rehabilitation program, managing the arrangements for services, counseling and guiding the individual, assisting the client through successful placement on the job and providing necessary post-employment services to assist in maintaining employment.

Program Audits

During Fiscal Year 1982, the Office of Inspector General issued 15 audits involving the Rehabilitation Services Administration (RSA) Basic State Grants Program. All except four of these have been resolved and closed. In addition, two audits remain outstanding from prior years awaiting legal opinions by the Office of General Counsel.

Seven of the 15 audits were related to financial operations, while five audits involved both financial and programmatic aspects. The major audit problems are still in the fiscal area involving inadequate accounting and administrative records; overpayments; inappropriate property management; unallowable program costs; poor internal or financial management controls; not complying with OMB Circular A-102 which involves and regulates audits performed by States; incorrect allocation of indirect costs; and the failure to use similar benefits. Questions have also been raised about the need to apply program eligibility criteria more stringently.

Most of the audit findings have been concurred with by the State agencies and appropriate adjustments have been made to the Federal account. RSA sustained 13 of these audits, and partially sustained two audits. The auditors took dollar exceptions in eight (8) audits amounting to \$15.6 million. Of the two partially sustained audits, one audit was for \$13.1 million which was resolved when the State provided adequate records and the second audit is being contested on a question of a legal nature.

In addition to the audits made by the Office of Inspector General, the General Accounting Office (GAO) issued an audit pertaining to the effectiveness of the vocational rehabilitation program. The findings of the GAO audit revolved around the need to improve eligibility determinations, use of similar benefits (postsecondary education services), and the need to adhere to the criteria for closing cases as successfully rehabilitated.

CASELOAD ACTIVITIES IN STATE VOCATIONAL REHABILITATION AGENCIES

Introduction

In Fiscal Year 1982 the number of persons in State agency caseloads decreased sharply. Compared to Fiscal Year 1981, fewer persons applied, were accepted for, were rehabilitated, and in receipt of services as Fiscal Year 1982. The severely disabled account for the increasing proportions of clients in State agency caseloads. For caseloads of severely disabled persons, volumes in Fiscal Year 1982 resemble those five years earlier.

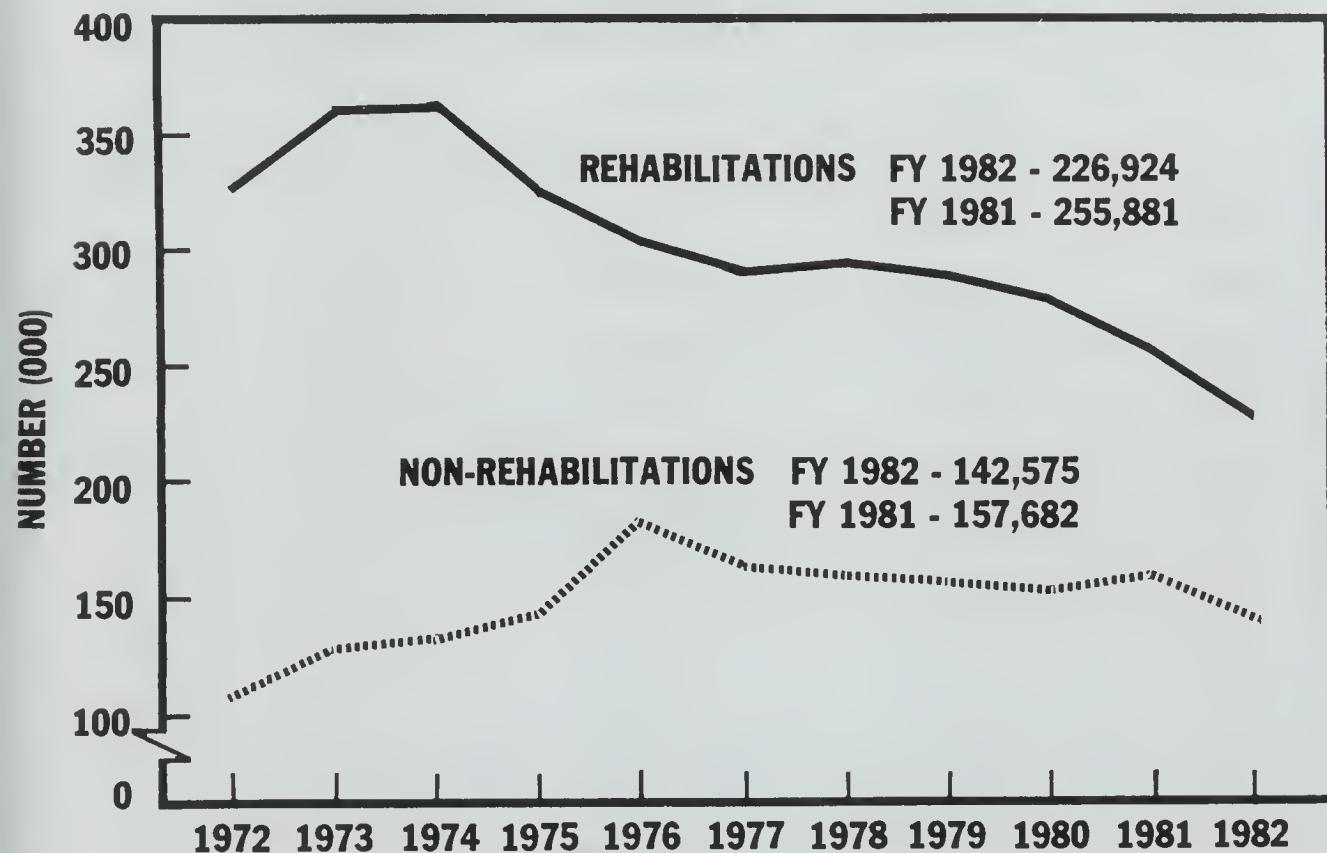
Rehabilitations

In Fiscal Year 1982, 226,924 disabled persons were vocationally rehabilitated in the State-Federal program. (See Figure 1 and Table 1.) This result represented (a) a decline of 11.3 percent from the 255,881 rehabilitations attained in Fiscal Year 1981, and (b) fewer successful closures. Further discussion of the causes of these declines appears on page twenty.

Rehabilitations of severely disabled persons in Fiscal Year 1982 numbered 129,866. (See Figure 2 and Table 2.) This accomplishment represented a loss of 6.2 percent from the 138,390 rehabilitations effected in Fiscal Year 1981. However, the percentage of all persons rehabilitated in Fiscal Year 1982 who were severely disabled, rose to 57.2 percent, the highest ever recorded.

FIGURE 1

**NUMBER OF PERSONS REHABILITATED AND NOT REHABILITATED,
AND REHABILITATION RATES, FY 1972 - 1982**



REHABILITATION RATES

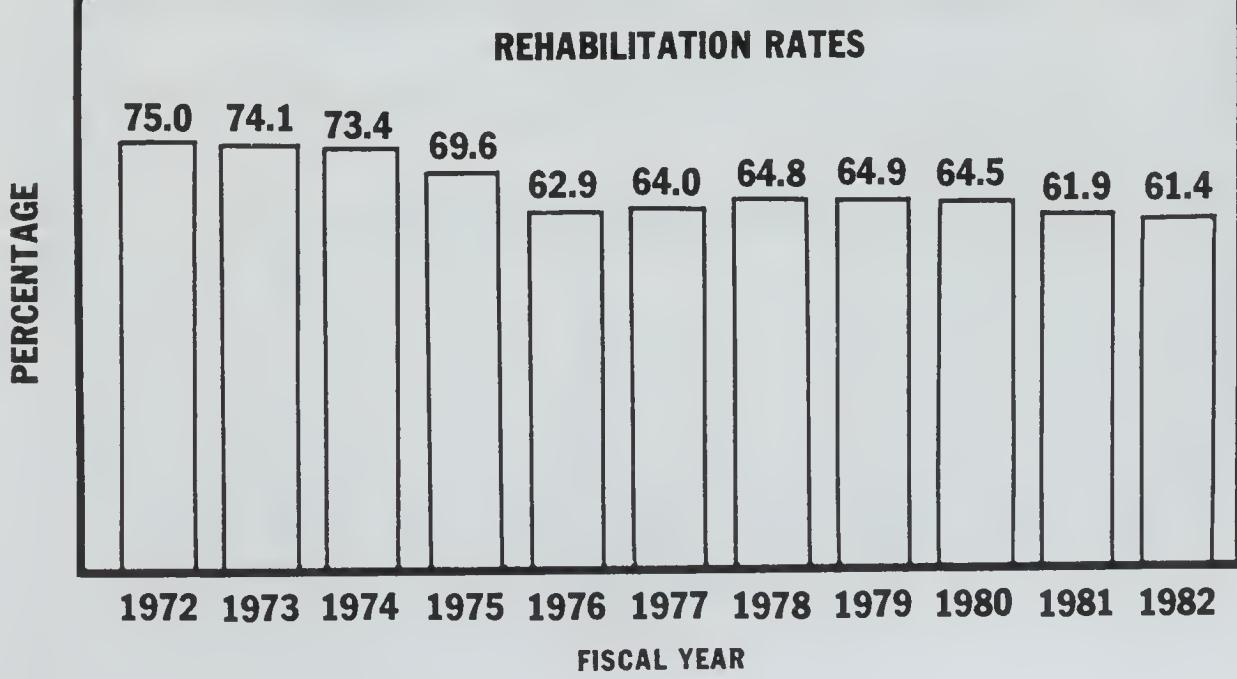


Table 1. Number of persons rehabilitated and not rehabilitated by
 State vocational rehabilitation agencies, Fiscal Years
 1972 - 1982.

Fiscal Year	Persons Rehabilitated	Persons Not Rehabilitated	Rehabilitation Rate ^{1/}
	Number	Number	
1982	226,924	142,575	61.4
1981	255,881	157,682	61.9
1980	277,136	152,682	64.5
1979	288,325	156,846	64.9
1978	294,396	159,846	64.8
1977	291,202	163,706	64.0
1976	303,328	179,139	62.9
1975	324,039	141,851	69.6
1974	361,138	130,871	73.4
*1973	360,726	125,991	74.1
1972	326,138	108,784	75.0

^{1/} Rehabilitation rates show the number of persons rehabilitated as a percent of all active case closures, whether rehabilitated or not.

* Congress requires priority be given to severely disabled persons.

FIGURE 2

SEVERELY AND NON-SEVERELY DISABLED PERSONS REHABILITATED, FY 1974 - 1982

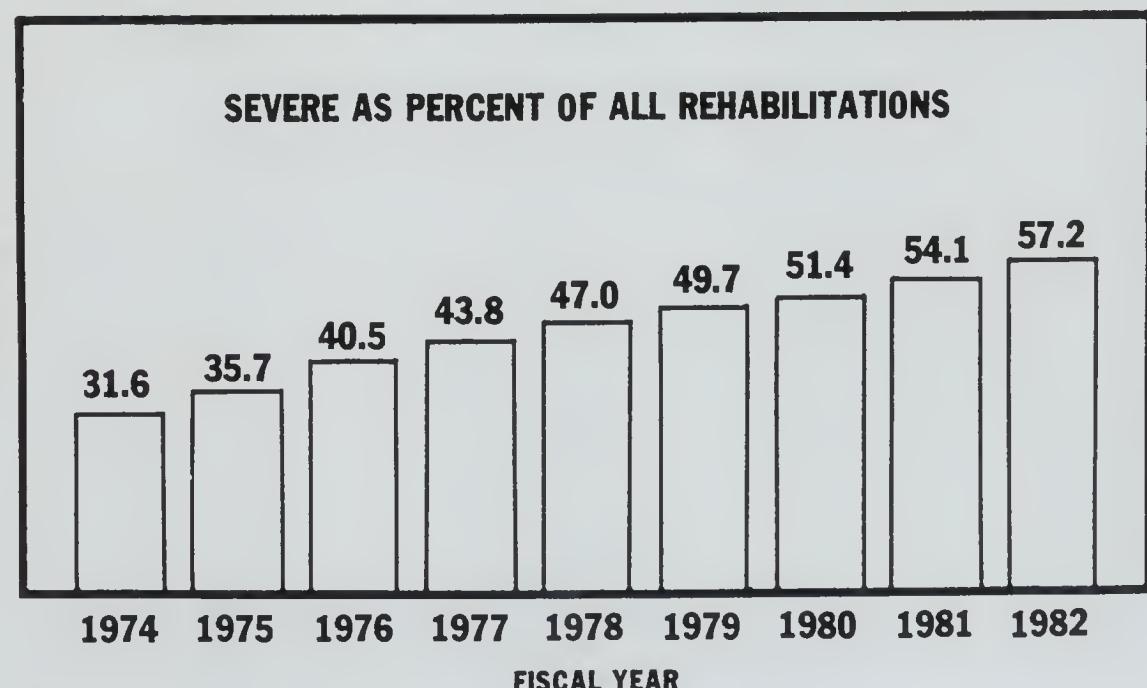
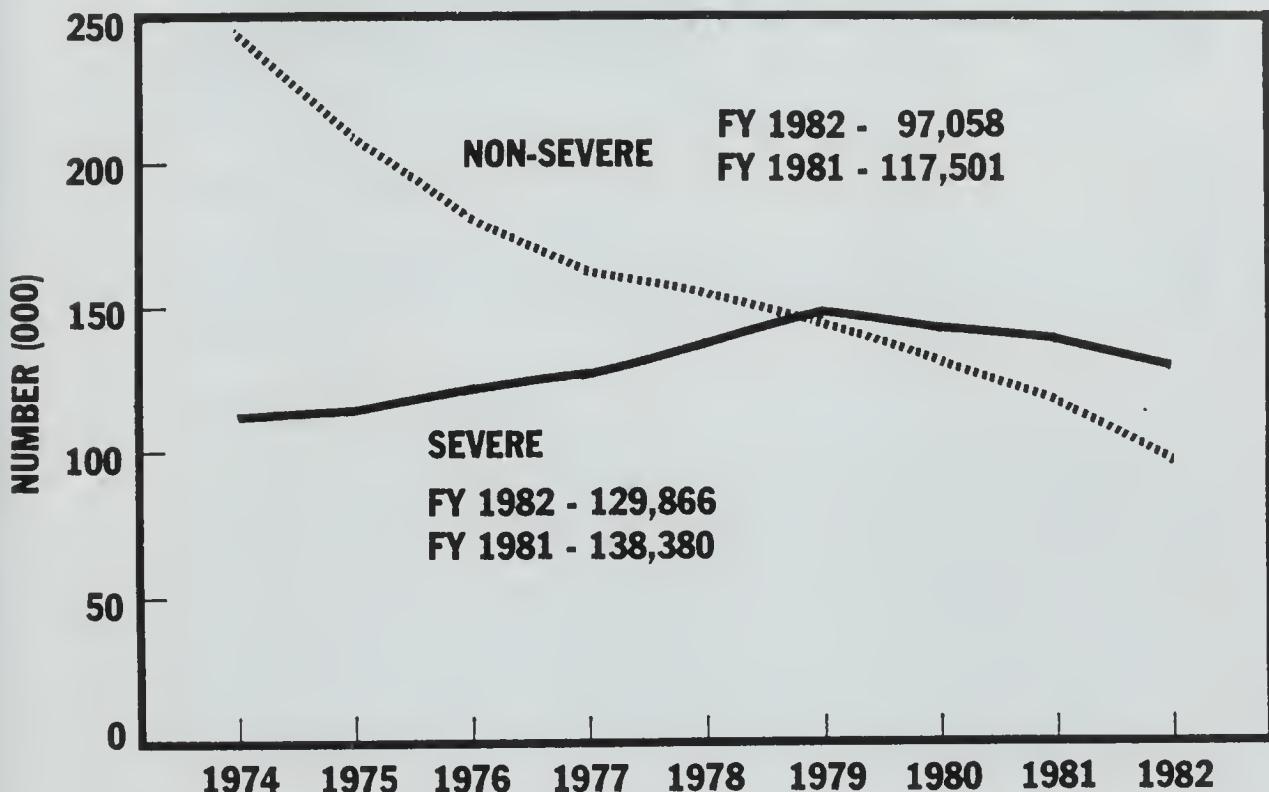


Table 2. Total, Severely and Non-Severely Disabled Cases
 Rehabilitated by State Vocational Rehabilitation Agencies
 and Percent Severe, Fiscal Years 1974-1981.

Fiscal Year	Severely Disabled	Non-Severely Disabled	Percent Severe ^{1/}
1982	129,866	97,058	57.2
1981	138,380	117,501	54.1
1980	142,545	134,591	51.4
1979	143,375	144,950	49.9
1978	138,402	155,994	47.0
1977	127,522	163,680	43.8
1976	122,938	180,390	40.5
1975	115,746	208,293	35.7
1974	113,997	247,141	31.6

Persons Served

In Fiscal Year 1982, there were 958,537 persons who received vocational rehabilitation services. This finding represented a decline of 7.7 percent from the 1,038,232 persons served in Fiscal Year 1981.

The number of severely disabled persons served totaled 571,542 in Fiscal Year 1982 (See Figure 3 and Table 3). This was 4.9 percent below the total of 600,727 for the prior fiscal year. Of all persons served in Fiscal Year 1982, 59.6 percent were severely disabled, the highest such proportion recorded.

New Applications for Services

The number of persons newly applying for rehabilitation services was 564,443 in Fiscal Year 1982 (See Figure 4 and Table 4). This was a loss of 11.6 percent from the 638,542 new applicants the year before.

Acceptances for Services

The number of persons accepted for vocational rehabilitation services in Fiscal Year 1982 was 333,439. This was a loss of 10.5 percent from the 373,310 newly accepted clients in the prior year.

Severely disabled persons among those newly accepted for services totaled 200,601 in Fiscal Year 1982. This was a loss of 10.6 percent from the 224,309 acceptances in the previous year. The proportion of new active cases that were of severely disabled persons remained at 60 percent for the second year in a row.

FIGURE 3

**SEVERELY AND NON-SEVERELY DISABLED PERSONS:
ACTIVE CASES SERVED, FY 1976 - 1982**

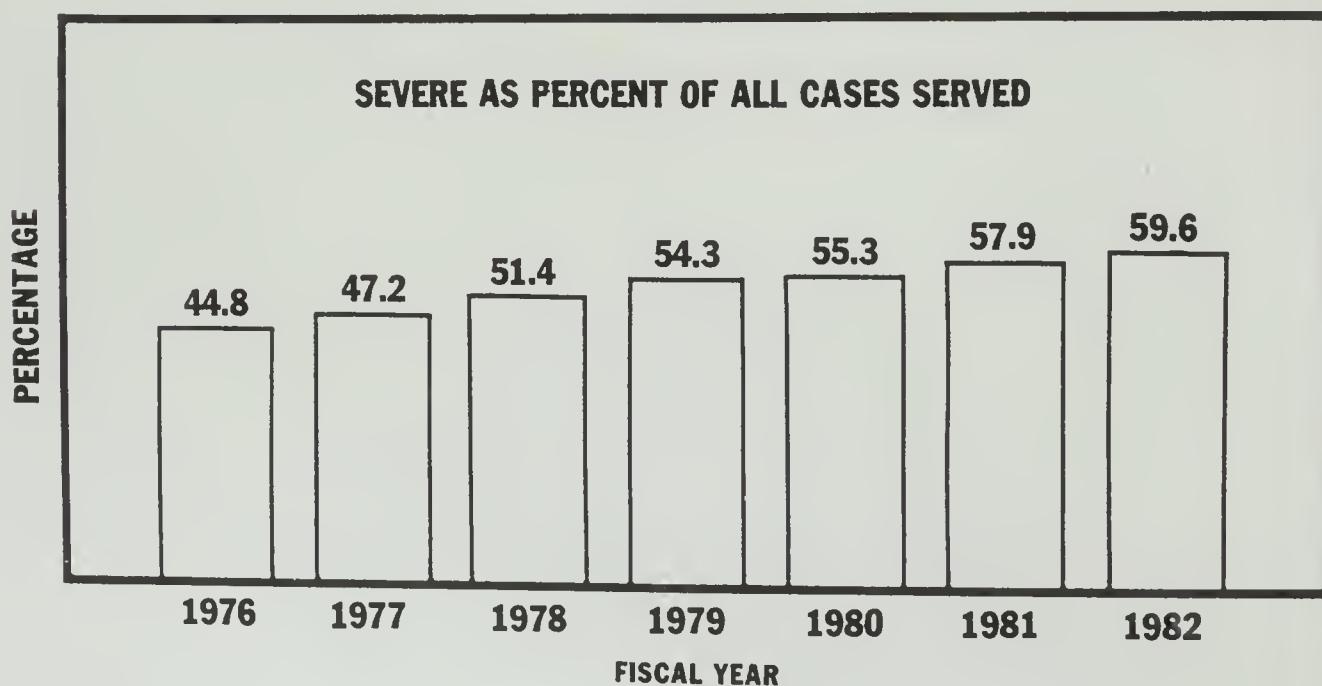
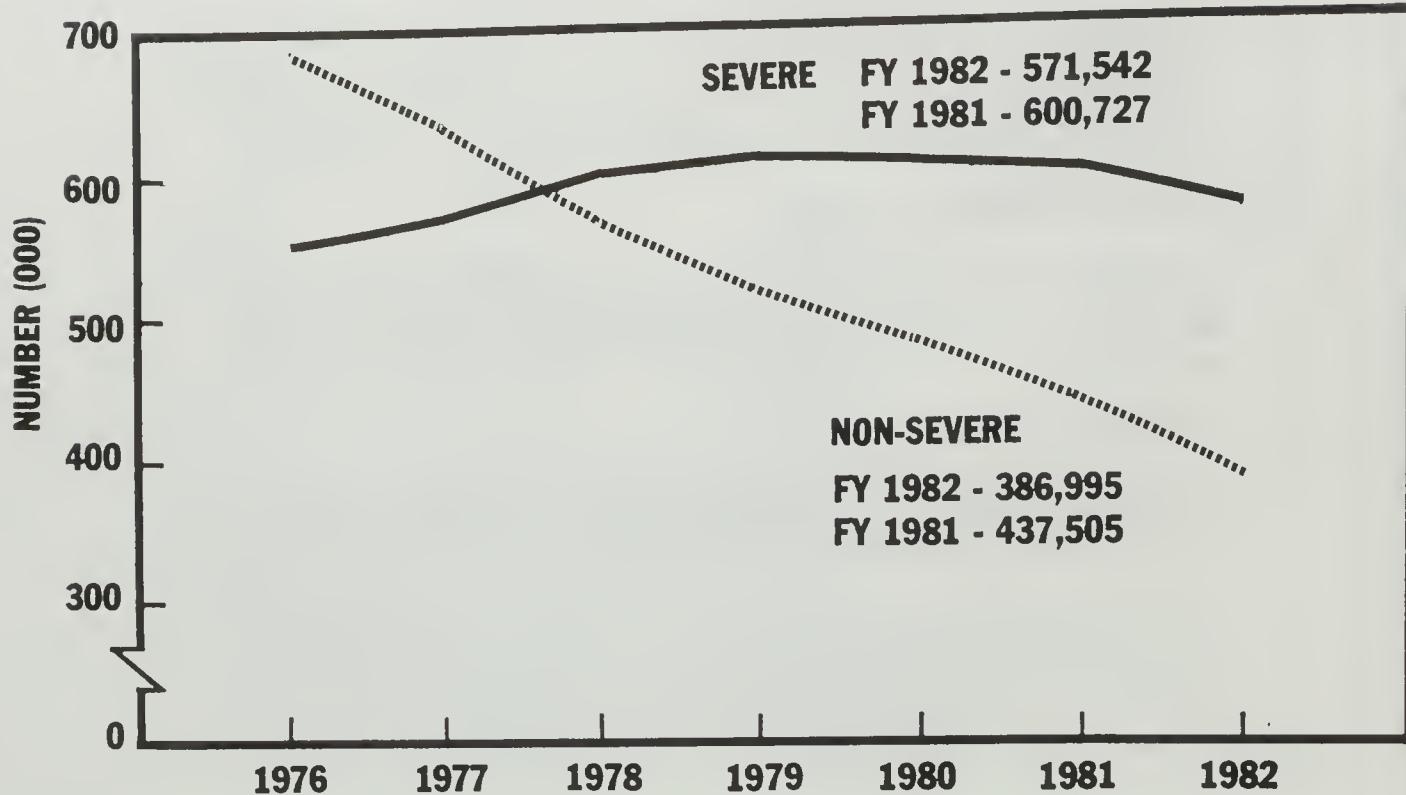


Table 3. Cases Served and Cases on Hand at End of Period.

Fiscal Year	ACTIVE CASES SERVED		Percent Severe ^{1/}
	Severe	Non-Severe	
1982	571,542	386,995	59.6
1981	600,727	437,505	57.9
1980	606,049	489,090	55.3
1979	611,994	515,557	54.3
1978	600,063	567,928	51.4
1977	568,826	635,661	47.2
1976	555,533	683,078	44.8

^{1/} Severe as a percent of severe and non-severe cases.

FIGURE 4

**NEW APPLICANTS AND NEW ACTIVE CASES DURING
FY 1977-1982**

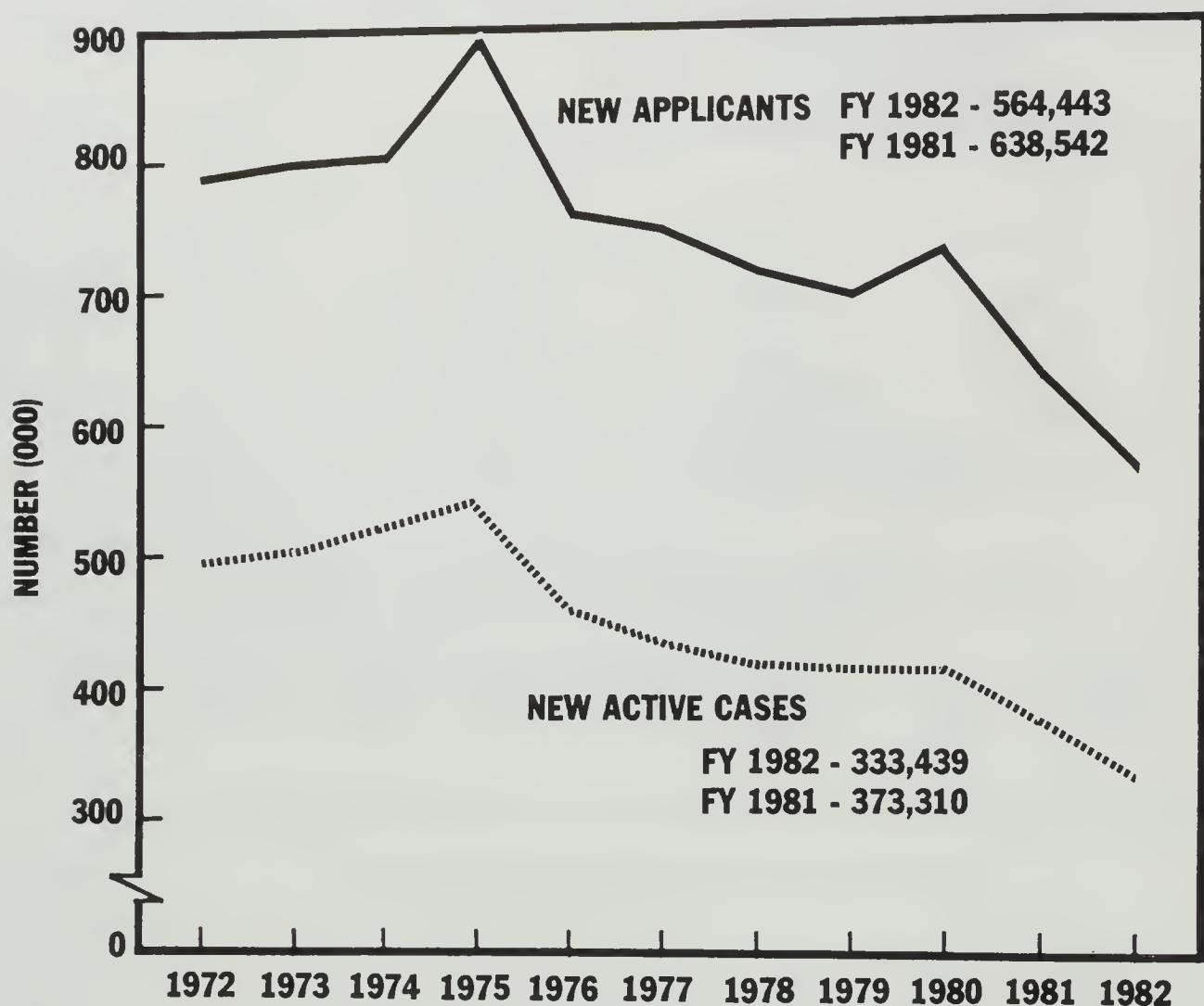


Table 4. Number of new applicants and new active cases in the caseloads of State vocational rehabilitation agencies during Fiscal Years 1972 - 1982.

Fiscal Year	New Applicants (Status 02) Number	New Active Cases (Status 10) Number
1982	564,443	333,439
1981	638,542	373,310
1980	722,847	412,356
1979	697,873	411,560
1978	715,367	419,590
1977	746,377	435,144
1976	763,714	459,620
1975	885,737	534,491
1974	806,000	511,226
1973	796,116	503,318
1972	786,117	496,680

FIGURE 5

NUMBER OF APPLICANTS ACCEPTED AND NOT ACCEPTED FOR VOCATIONAL REHABILITATION SERVICES, AND ACCEPTANCE RATES, FY 1972 - 1982

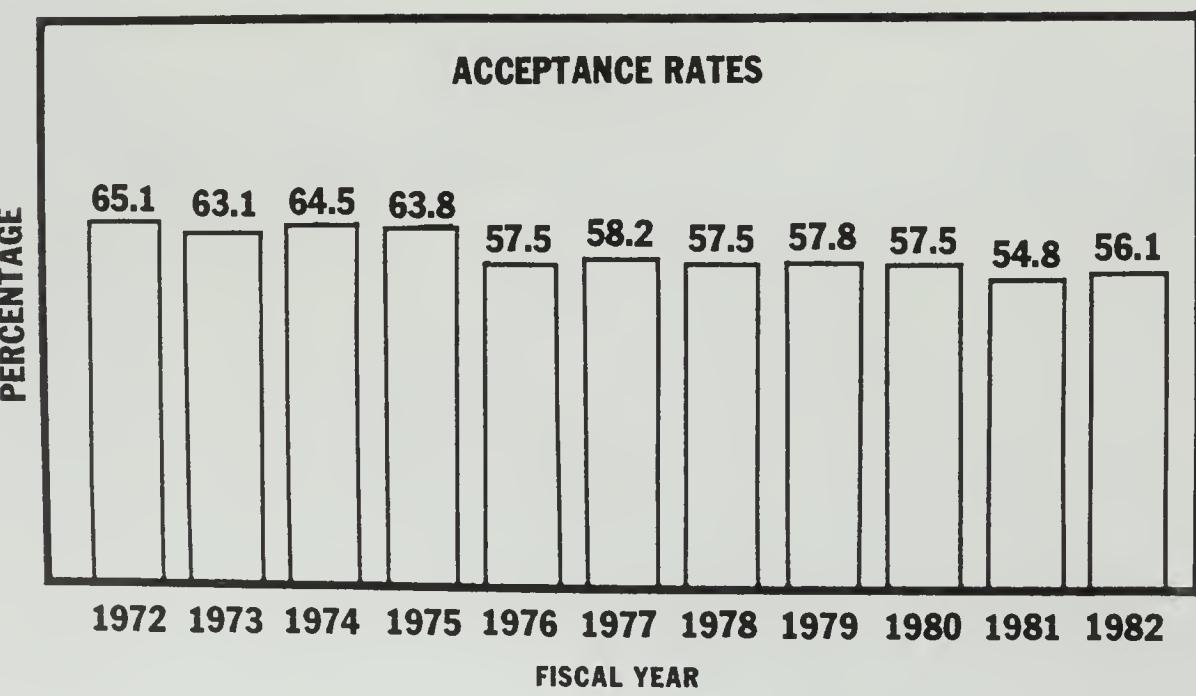
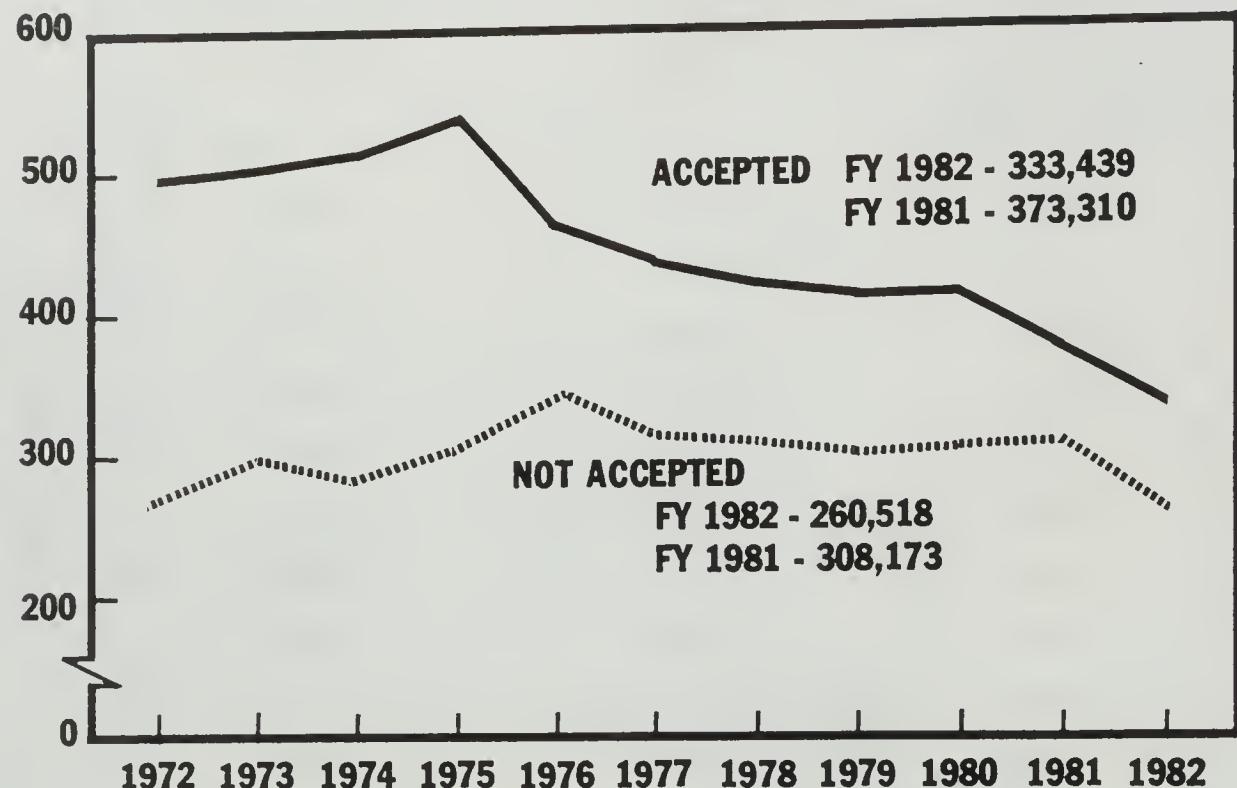


Table 5. Number of applicant and extended evaluation cases accepted and not accepted for VR services by State vocational rehabilitation agencies, Fiscal Years 1972 - 1982.

Fiscal Year	Persons Accepted Number	Persons Not Accepted Number	Acceptance Rate ^{1/}
1982	333,439	260,518	56.1
1981	373,310	308,173	54.8
1980	412,356	304,525	57.5
1979	411,560	301,077	57.8
1978	419,590	309,624	57.5
1977	435,144	312,515	58.2
1976	459,620	339,494	57.5
1975	534,491	302,942	63.8
1974	511,226	281,376	64.5
1973	503,318	294,271	63.1
1972	496,680	266,312	65.1

^{1/} Acceptance rates show the number of cases accepted for VR services as a percent of all applicant and extended evaluation cases accepted and not accepted.

Applicants Still in Process

The number of applicants whose eligibility for services was still being evaluated as of September 30, 1982, was 232,245. This represented a decrease of 9.8 percent from the 257,610 persons in evaluation on the same date one year earlier.

Rates of Acceptance

Despite declines in the overall number of persons applying for and receiving VR services, the rate of acceptance for services rose slightly in Fiscal Year 1982 compared to Fiscal Year 1981. The rate of acceptance remained relatively constant over the last seven years.

Clients Still Receiving Rehabilitation Services

The number of persons still in receipt of rehabilitation services on September 30, 1982, was 589,038. This represented a loss of 5.7 percent from the 624,669 persons receiving services on September 30, 1981.

The number of severely disabled persons still receiving services on September 30, 1982, was 351,109. This was a decrease of 4.3 percent from the 366,885 severely disabled persons in receipt of services on the same date one year earlier.

Causes of Caseload Declines

The declines in caseload volumes in recent years are attributed to (a) decreases in the purchasing power of the rehabilitation dollar; (b) Congressional decision to reduce funding from Social Security monies in Fiscal Year 1982; and, (c) continued emphasis on providing services to the severely disabled for whom rehabilitation efforts are more costly and time-consuming. It is estimated that the real value of Federal funds available to State rehabilitation agencies declined by 31.0 percent in the relatively short period from 1979 to 1982.

SERVICES TO BLIND AND VISUALLY IMPAIRED

In accordance with the provisions of the Rehabilitation Act of 1973, as amended, continued emphasis is placed on the rehabilitation of the severely disabled population. The continuing effort of the Rehabilitation Services Administration and State vocational rehabilitaton agencies in concentrating rehabilitation efforts on the severely disabled, including the blind and visually impaired, has resulted in 9,509 blind and 13,735 visually impaired individuals successfully rehabilitated during Fiscal Year 1981, the last year data have been available. This represents an increase in the percent of blind rehabilitants to the overall total number of rehabilitated individuals from the previous year.

Greater emphasis is also placed on the utilization of today's technology to allow blind and visually impaired individuals access to new areas of competitive employment. Emphasis to specialized training programs utilizing the latest developments in electronic devices and the computer programming field is also helping to prepare the blind and visually impaired population for an ever expanding employment market. Cooperative efforts with other agencies, both inside and outside the Department of Education, are resulting in new and different programs which results in additional employment opportunities for blind and visually impaired people.

THE DEVELOPMENT AND EXPANSION OF EMPLOYMENT OPPORTUNITIES FOR BLIND AND VISUALLY IMPAIRED INDIVIDUALS

During the past year strong efforts have continued by staff of the Division of Blind and Visually Impaired to develop and expand job opportunities for this population both in traditional and new areas. However, the most important factor in the overall placement process remains the need for the client to develop specific saleable job skills to the optimal level.

The position of Service Representative with the Social Security Administration (SSA) presents a sound training and employment situation for blind and visually impaired individuals. Since May 1971, when the program was initiated on a national level, approximately 275 persons have been hired in this capacity in the various SSA offices throughout the country. This area of employment also offers a career ladder. Specific training is required, however, for the more advanced position of Claims Representative. Current available technology has enabled blind individuals to function competitively in this occupation. The SSA is conducting training institutes in various parts of the country to prepare visually handicapped Service Representatives for the more advanced Claims Representative position.

Southern Illinois University in Carbondale, Illinois conducts a training program in the Job Development and Placement of Blind and Visually Impaired Individuals. It is supported by an RSA long-term training grant and is offered primarily to rehabilitation counselors and job placement specialists in the blindness field. The course is four-weeks in duration and is offered three times annually. It is the only such training program in the country and has received much technical assistance and support from this Division.

Mississippi State University was given a long-term academic training grant this past Fiscal Year to develop a curriculum to prepare individuals to serve as vocational specialists for the visually impaired. The 51 credit hour course will be based upon the University's already well-established core accredited joint training program in Rehabilitation Counseling and Vocational Evaluation. Interdisciplinary training will be provided in four major professional disciplines--Rehabilitation Counseling, Vocational Evaluation, Job Placement, and Orientation and Mobility. The results of the program should be to produce a high functioning generalist. This type of individual is especially needed in rural areas and could be a sound asset to any agency in these times of budgetary constraints.

These are some of the projects which clearly demonstrate the overall sustained effort which is being made to develop and expand suitable employment opportunities for blind and visually impaired individuals.

SECTION 313

HELEN KELLER NATIONAL CENTER FOR DEAF-BLIND YOUTHS AND ADULTS

The Helen Keller National Center for Deaf-Blind Youths and Adults operates under the authorization in Section 313 of the Rehabilitation Act of 1973, as amended. Congress provided for the establishment of the Center to: (1) Demonstrate methods of providing specialized services needed to rehabilitate individuals who are both deaf and blind; (2) Train professional and other personnel to work with deaf-blind people; (3) Conduct relevant research; and, (4) Carry out programs to expand and improve services, including public education programs on the needs of deaf-blind persons.

During the last Fiscal Year, 777 deaf/blind persons received services from the Helen Keller National Center for Deaf-Blind Youths and Adults. The Center has successfully managed to expand a national service delivery system for deaf/blind persons. The direct service staff at headquarters in Sands Point has decreased the average amount of time necessary for a client to remain within the comprehensive training program. Previously the average time was approximately 18 months; now the average time for a client to complete the program is about 11 months.

The newly developed National Training Team has been able to increase training opportunities to headquarters staff and numerous private and public agencies, professional organizations, and parent groups.

The Affiliation Network System has tied together some 20 agencies serving deaf/blind persons throughout the country. The Affiliation with the National Center has enabled local service agencies to benefit from state-of-the-art rehabilitation methods and provide professional services to deaf-blind individuals within their local communities.

Regional Representatives are located in nine regions increasing the outreach of the Helen Keller National Center. They play an important part in offering consultation and technical assistance to develop and expand services to deaf-blind individuals to the most appropriate programs for service. They also provide direct services when needed and are active in preparing employment opportunities for deaf-blind persons.

RANDOLPH-SHEPPARD VENDING FACILITY PROGRAM

Background

The Randolph-Sheppard Act was initially enacted in 1936 as P.L. 74-732 to provide employment opportunities for blind persons in Federal buildings. This Act was amended in 1954 by P.L. 83-565 to give a preference to blind persons for the operation of vending facilities on Federal and other property. Subsequent to the 1954 Amendments, States enacted "Mini Randolph-Sheppard Acts" which provide for the operation of vending facilities on State property. With expansion in the State and private sector, approximately 72 percent of vending facilities operated by blind persons are now located on other than Federal property. The Act was again amended by P.L. 93-516 to provide a priority to blind persons for operation of vending facilities on Federal property, and added a new provision for the sharing of vending machine income by Federal agencies with the State licensing agency. It also sets up an administrative arbitration procedure for settling disputes between State licensing agencies and vendors and Federal agencies.

Administration

The Department of Education is charged with carrying out the following major provisions of the Act:

1. Prescribe regulations which assure a priority for the establishment, where feasible, of one or more vending facilities on all Federal property after consultation with appropriate heads of Federal agencies or Departments.

2. Establish procedures for the collection and distribution of vending machine income.
3. Convene and pay all reasonable costs of arbitration panels to settle disputes between Federal agencies and vendors and the State Licensing Agency.
4. Convene and pay all reasonable costs of arbitration panels to settle complaints filed by a blind vendor dissatisfied with the State's administration of the Randolph-Sheppard vending facility program.
5. Establish requirements for the use and control of set-aside funds collected under provisions of the Randolph-Sheppard Act.
6. Designate the State agency providing rehabilitation services to the blind as the State Licensing Agency for State administration of the program.

Table 1. Randolph-Sheppard Vending Facility Program for FY 1981 - FY 1982.

	<u>FY 1980</u>	<u>FY 1981</u>	<u>PERCENT INCR (DECR)</u>
Total Gross Income	243,822,781	260,671,269	6.9
Total Number of Vendors	3,942	3,833	(2.8)
Federal Location	1,082	1,074	(.7)
Non-Federal Location	2,860	2,759	(3.5)
Total Earnings of Vendors	48,108,679	51,216,173	6.5
Average Earnings of Vendors	13,927	15,062	8.1
Total of Vending Facilities	3,453	3,420	(1.0)
Federal Locations	973	979	.6
Non-Federal Locations	2,480	2,441	(1.6)

Accomplishments

- The Randolph-Sheppard program offers major opportunities for managerial positions for people who are blind. More than 400 blind persons enter this program each year and historically their average earnings have increased.
- In FY 1982, there were two requests to convene an arbitration between a Federal agency and a State licensing agency. These two arbitrations were allowed and are in process.

- o In FY 1982, there were eight requests from blind vendors to convene an arbitration to settle complaints against State licensing agencies. Of these, one was negotiated to settlement, five have been allowed and are in process, and two are under negotiation and review.
- o In FY 1981, the Randolph-Sheppard vending facility program provided managerial employment to 3,833 blind persons at 3,420 vending facility locations who had gross sales of \$260.7 million with a net profit of \$51.2 million, resulting in an annual average income of \$15,062 for all vendors in the program (See Table I for additional comparative data).

DEAFNESS AND COMMUNICATIVE DISORDERS

Overview

In Fiscal Year 1982, an estimated 18,736 deaf and other communicative disordered individuals were rehabilitated. Of this number, 7,193 were deaf, 10,043 hard of hearing, and 1,500 speech impaired and language disordered. Deaf, hard of hearing, and speech and language impaired rehabilitants were clustered in the 18-49 years age range with the single exception being hard of hearing people 65 years of age and over. In numbers, male and female deaf and communicative disordered rehabilitants were quite comparable. As with other disability groups, the majority of deaf and communicative disordered rehabilitation clients were self-referred persons. Visual impairment was the most frequently occurring secondary disability of both deaf and communicative disordered rehabilitation clients with orthopedic impairments ranking third. At closure, the largest number were in the open labor market. Over ten percent of Fiscal Year 1981 deaf and communicative disordered rehabilitants qualified for professional employment. Clerical occupations claimed the largest percentage of both groups. Computer/Accounting occupations are held by twice as many in the two population groups as education, following closely career movements in the general populations. Printing, a longtime stronghold of deaf people, was the occupational choice of only 1.1 of Fiscal Year 1981 deaf rehabilitants. Over 57 percent of deaf referrals and 22.9 communicative disordered referrals were drawing SSI-Disabled benefits. At closure, 85-90 percent of the rehabilitants were not on SSI-disabled rolls. One hundred percent of the deaf rehabilitants were classified as severely disabled with 41.6 percent of other communicative disordered rehabilitants classified as such.

In-service and university training programs in deafness and other communicative disorders continue to prepare vocational rehabilitation counselors to work with communicatively disabled clients. As they are able, the State vocational rehabilitation agencies are continuing to expand and develop their State-wide program for deaf and severely hearing impaired people. A model State plan developed in 1973 and revised for the third time in 1980, is serving as a needed guide for the State agencies and is also helping to standardize rehabilitation services provisions to the population. Revised RSA 300 Disability Codes for hearing impairment first introduced to the State agencies in 1981, are now in full operation. Providing sharp profiles of the various levels of hearing impairment, the codes assist counselors in planning appropriate rehabilitation programs for individual deaf and hard of hearing clients. Better assessment of the two distinct client groups is expected to aid in program planning as more about their needs are known.

A slight drop in numbers of State coordinators of vocational rehabilitation services to deaf people occurred in 1982. This vital role, a product of the rapid growth in rehabilitation programs and services in the 1960s and early 1970s, has been largely responsible for the increment in deaf consumer responsiveness and in program development. As they are able, States continue to hire sufficient numbers of specially trained counselors to serve deaf clients.

Ten RSA funded interpreter training programs are helping to increase the number of skilled interpreters available to vocational rehabilitation and other programs serving deaf people. The beginning influx into vocational rehabilitation in 1982 of the 1964-65 Rubella babies, many of whom have other disabilities besides deafness, places special urgency on the preparation of interpreters capable of serving them.

All of the State vocational rehabilitation agencies now have telecommunication devices for deaf people in their offices enabling counselors to communicate with their deaf clients using regular telephone services. RSA central and regional offices have also installed these special devices making it possible for deaf

people to call and obtain information and assistance important in their rehabilitation. The large national network of telecommunications for the deaf that has arisen has created new employment opportunities for deaf people as agents, repairmen, and administrators and staff of local and national telecommunications organizations.

RSA regional office specialists in communicative disorders are serving as an important conduit in the dissemination of new knowledge about deafness and communicative disorders that regularly comes to the RSA central office. Through documents and regional meetings of State agency coordinators of services to hearing impaired clients, information critical to those involved in service delivery to deaf and communicative disordered clients is being effectively shared.

In 1982, two State rehabilitation agencies took an innovative approach to orienting communities to the importance of adequate mental health resources for deaf people. In cooperation with the University of California, San Francisco Center on Deafness, experts in the mental health needs of deaf people reviewed with their audience of community service workers, educators, parents, and consumers the essentials in promoting optimum mental health in deaf people. The two workshops will serve as models for other such workshops as they take place.

A new Research and Training Center on Rehabilitation of the Deaf established in Fiscal Year 1982 at the University of Arkansas, Little Rock is expected to provide a continuous flow of new knowledge on the rehabilitation of deaf people to rehabilitation practitioners. RSA central and regional staff concerned with deafness are working closely with the center as it formulates its research and training program geared to the rehabilitation needs of deaf individuals.

Special Projects for Severely Handicapped Deaf Individuals

In Fiscal Year 1982, two Special Projects for the Deaf funded under the Section 311 Projects and Demonstrations authority were in operation. In Arizona, Special Project of Outreach and Service Provision to the Deaf in Rural Areas provided important insights on the services needs of isolated deaf individuals and how they might best be provided. Deaf Access, a special project sponsored by the Arkansas Division of Rehabilitation Services, is demonstrating new services approaches to severely handicapped deaf people emphasizing utilization of all available resources in the State. An important aspect of the program is its close relationship with the University of Arkansas Research and Training Center on Rehabilitation of the Deaf. Deaf Access staff work actively with the center personnel in demonstrating innovative service approaches.

All but one of the thirteen Section 311 Special Projects for the Deaf funded since 1974 are being continued by the respective States or by a private agency. In one case, a former Special Project for the Deaf is being continued and extended in its objectives as a Project With Industry program. Another Special Project for the Deaf is continuing to serve severely handicapped deaf people under the auspices of a State Independent Living project. A former project for mentally ill deaf persons will be continued in a new location, providing further outreach to service-needy deaf people. When funds become available, a Special project for deaf blind people conducted in Florida will be continued as a permanent State program. A terminated Special project for the deaf in Hawaii laid the groundwork for the State vocational rehabilitation program for the deaf and the hearing impaired.

REHABILITATION FACILITIES

In FY 1981, the most recent year for which data are available, Federal funding made it possible for State vocational rehabilitation agencies to spend \$171,665,000, or 32.3 percent of their case service funds for services for clients in rehabilitation facilities. These services include diagnosis, evaluation, work adjustment, treatment, training, and other related rehabilitation services. FY 1980 figures are not available. In FY 1979, State agencies spent \$169,000,000 or 33.9 percent; in FY 1978, \$167,579,000 or 33.5 percent, in FY 1977, \$156,651,000 or 32.4 percent, and in FY 1976, \$144,000,000 or 31 percent.

In FY 1979, 185,000,000 clients received services in rehabilitation facilities, a number equivalent to 20 percent of all clients served.

Rehabilitation facilities are an indispensable resource in modern rehabilitation. Facilities provide the means for evaluating, treating, and training the severely disabled.

There are many types of rehabilitation facilities, including comprehensive rehabilitation centers, speech and hearing centers, optical aids clinics, rehabilitation centers for the blind, evaluation and treatment centers for the epileptic, half-way houses for the mentally ill and mentally retarded, and sheltered workshops or work centers. Workshops or work centers provide employment as an interim step in the rehabilitation process for those disabled people who cannot be readily absorbed in the competitive labor market or during such time as employment opportunities for them in the competitive labor market do not exist.

Rehabilitation facilities vary widely in size. Some are operated by State and local governments, but most are operated by voluntary agencies. A single facility may serve persons disabled by a wide range of conditions or selected conditions only. Regardless of the size of the facility, it plays an important role in rehabilitation. Without adequate facilities, the community is severely limited in its ability to meet the needs of its disabled citizens.

A comparison of utilization rates since 1967 illustrates a general increase in the involvement of facilities in the State-Federal program of vocational rehabilitation which now has appeared to have leveled out. In 1967, only 65,000 clients of State agencies received facility services. This was 11 percent of all State clients receiving services in that year. Case service funds expended in rehabilitation facilities totalled \$42 million.

Construction

Secton 301(b) of the Rehabilitation Act provides for grants to States to assist in meeting the cost of construction of public or non-profit rehabilitation facilities. In 1982, no funds were appropriated under this Section of the Act.

National Industries for the Severely Handicapped

National Industries for the Severely Handicapped (NISH), established in June 1974, with the assistance of a facility improvement grant from RSA, is the counterpart organization to National Industries for the Blind. Its purpose is to expand employment opportunities for non-blind severely handicapped individuals by increasing the capabilities of work centers to become eligible for priority consideration in receiving government contracts for products and services under provisions of the Javits-Wagner-O'Day Act.

NISH has two principal functions: (a) providing technical assistance directly to sheltered workshops to evaluate capability, determining feasibility of production of selected commodities or services, estimating requirements in terms of equipment, space, materials, manpower, financing, and assisting in establishing production systems and (b) initiating research and development of production systems and services which are feasible for production in work centers employing the non-blind severely handicapped.

In December 1982, NISH reported 860 work centers were certified to participate in this program. Of these, 155 workshops were producing an item or were performing a service on the procurement list. During the past year the total value of commodities and services on the Federal procurement list that the government must purchase from the severely handicapped persons under the Javits-Wagner-O'Day increased by \$7,000,000 and now totals over \$52,000,000 a year. Three-hundred more jobs were created bringing the total job stations to about 3,300.

Evaluation of Facilities Through Data Reporting to RSA

During 1980, a project entitled "Development of a Model Federal/State Facilities Reporting System for Medical and Vocational Facilities" was funded partially through a Facility Improvement grant. The project is concerned with the problem of adequate information to manage the expenditure of funds to facilities that receive payments for services from State VR agencies. During 1981, field testing took place in 120 rehabilitation facilities in six states. The major products and materials that will be made available for national dissemination and implementation include:

- A management information system which enables rehabilitation organizations to assess on a program basis who they are serving, benefits obtained, and program efficiency;

- Accounting materials which will provide facilities with methods to better manage financial resources. These will incorporate the desirable features of the tested and operational cost allocation system developed by Region IV in order to provide comprehensiveness for the Facilities Management/Information System; and
- Alternative approaches which describe ways in which contracts or working agreements can be established with rehabilitation facilities.

A final report was submitted in FY 1981. A number of rehabilitation facilities are now using this information to upgrade their financial accounting systems and program reporting.

PROGRAM DEVELOPMENT ACTIVITIES

PROGRAM DEVELOPMENT ACTIVITIES

Federal Funds - 57,197,000

The Office of Program Development within RSA encompasses programs of training, special projects for severely disabled persons, independent living, and program and project evaluation. The focus is on strengthening and improving the service delivery system under the Rehabilitation Act of 1973, as amended. The Office combines what has previously been diverse elements into an integrated system for impacting on rehabilitation and habilitation programs.

Funding of Program Development Activities

The total appropriation for Program Development Activities in FY 1982 was \$57,197,000.

Table 1. Activities Comparison of Funding Levels for Program Development

	<u>1981</u>	<u>1982</u>
Project Evaluation (Sec. 14)	\$ 2,000,000	---
Client Assistant Projects (Sec. 112)	\$ 2,800,000	\$ 942,000
Rehabilitation Training (Sec. 304)	\$21,675,000	\$19,200,000
Comp. Rehab. Center (Sec. 305)	\$ 2,000,000	---
Special Projects for Severely Disabled (Sec. 311)	\$ 9,765,000	\$ 8,846,000
American Indian (Sec. 311)	\$ 650,000	\$ 624,000
Migratory Farm Works (Sec. 312)	\$ 1,325,000	\$ 951,000
Special Recreation (Sec. 316)	\$ 3,000,000	\$ 1,884,000
Projects with Industry (Sec. 621)	\$ 5,250,000	\$ 7,510,000
Independent Living (Title VII, Part B)	<u>\$18,000,000</u> <u>\$66,465,000</u>	<u>\$17,240,000</u> <u>\$57,197,000</u>

Section 14
PROGRAM AND PROJECT EVALUATION

Federal Funds - None Appropriated

The legal basis for program evaluation can be found in two sections of the Rehabilitation Act of 1973 and subsequent amendments. The particular citations for evaluation in the amended Act are: Section 14 and Section 101 (a) (15). The first reference is an authorization for the Federal Government to measure and evaluate the impact of all programs under the Act including "their general effectiveness in achieving stated goals, and their effectiveness in relation to their cost". The latter section references program evaluation for State vocational rehabilitation agencies by requiring State plans to include "continuing State-wide studies of the needs of handicapped people and how these needs may be most effectively met...".

Evaluation projects in RSA have been undertaken to assess rehabilitation programs and project authorities and to provide for development of evaluation capacity. Areas for evaluation in relation to achievement of goals are program coverage, efficiency, effectiveness and compliance to law. There was no appropriation for program evaluation in FY 1982. Projects begun in FY 1981 were continued without additional funding into FY 1982.

Previous evaluation projects in the area of RSA's discretionary programs include: Long- and Short-term Training, Facility Improvement Grants, Client Assistance Projects, Projects with Industry, Deaf and Hard of Hearing Programs, Blindness Program, Rehabilitation Engineering Centers, Research and Training Centers.

In the area of RSA's formula grant programs with State VR agencies, previous evaluation projects include: The National Follow-Up Study of VR Clients, Cost Benefits of Physical Restoration Services, Policy Development of Dissemination in the State/Federal VR System, Placement Services, and State VR agency Financial Management.

Evaluation Standards

In response to requirements for Evaluation Standards in the 1973 Rehabilitation Act, comprehensive standards addressing essential elements of the formula grant program and of project authorities (e.g., Migrant Projects) were developed and pretested. These are ready for application and provide a comprehensive basis for evaluation.

In the area of facilities where a large share of rehabilitation resources for the severely disabled have been spent in the past, an information system was developed and pretested which would have provided evaluative information for management control. It was eliminated due to Federal information burden reduction activities.

Capacity Building

In the area of evaluation capacity building, RSA has had six very successful projects completed in the State of Delaware, Pennsylvania, Oregon, Michigan, Virginia and Mississippi (Blind Agency). In each of these States there has been completed or significant development has occurred in sophisticated computerized policy/management/evaluation information systems. These systems have provided models for management utilizing evaluative capability. The experience in these six States have been recorded. Technical assistance materials, based upon this effort and upon RSA's other evaluation experience with evaluation standards, facility information, financial management, etc., have been developed. These are being used in a contractual effort to provide technical assistance to the remainder of the 82 General and Blind VR agencies. A three-year Technical Assistance Project to develop such management/evaluative capacity was begun in FY 1981. Because of Congressional cut-off of RSA evaluation funds in FY 1982 this effort will not be able to continue more than the first year.

FY 1981 projects, continued into FY 1982, were evaluations of: Effectiveness of Agreements between State VR agencies and State Associations of Student Aid Offices; "Delivery of Services to Disabled People in Minority Groups by Vocational Rehabilitation;" "Needs Assessment of the Deaf/Blind;" and "Evaluation/Development of Model Case Management in State VR Agencies." The latter project was to determine the effectiveness and usefulness in State VR agency programs of instruments developed by research which measure functional and life status changes in clients and which can be the bases, prospectively, for measureable and valuable written rehabilitation plans. After one year, however, this project was stopped due to Congressional cut-off of evaluation funding.

Section 112
CLIENT ASSISTANCE PROJECTS

Federal Funds - \$942,000

Legislative Authority

Client Assistance projects are authorized in Section 112 of the Rehabilitation Act of 1973, as amended. Seventeen projects which were dispersed throughout the country were funded in FY 1982.

Goals, Objectives, Purposes

These projects have the common goal of improving the Federal/State Vocational Rehabilitation Program by providing ombudsmen as advocates to work directly with handicapped clients, or applicants, of the State agencies.

Projects may assist clients to pursue a grievance to the level of the State VR Administrator. Constructive changes are sought in the service delivery system. Problems such as delays in service, interruption of services, unsatisfying job placement and interpersonal disagreements have been identified and improved.

These grants may only go to State vocational rehabilitation agencies, including those especially designated for serving the visually impaired. The primary purpose is to identify individual complaints or problems and seek a resolution. This process often leads to adjustment of a general administrative policy which can benefit others.

Planning Activities Designed to Accomplish Objectives

Projects have been funded in geographically dispersed regions throughout the United States and innovative methods for serving clients have been encouraged. The availability of an ombudsperson is announced in the project area and interagency cooperation is promoted. Federal Regional Office staff monitor progress and provide technical assistance where needed. Communication between projects is encouraged and some initial management training is provided to staff.

Description of the Activity

Problems or complaints coming from clients in the project area are referred to an ombudsperson for investigation.

Individualized solutions are pursued and program information is disseminated and interpreted, where necessary. At times, the clarification of information or procedures is sufficient to solve a complaint. At other times, formal grievances are prepared with the advocate's help which may include legal counseling and representation.

Outreach to underserved populations is attempted to ascertain if rehabilitation services are desired or if previous service outcomes were satisfactory. Professional negotiating between the ombudsperson and agency officials often resolves issues and produces desirable policy changes. Project funds are used essentially to support counseling services and outreach. All rehabilitation services which may be indicated are secured through the regular VR agency channels. Approximately 3,500 persons received services from the projects during the past year.

Progress to Date

FY 1982 resources were used to support seventeen projects entering their final project periods. Several projects have increased their coverage and outreach to become Statewide in scope and some States have continued project activities without special Federal funding. It is anticipated that virtually all States will eventually institutionalize some type of ombudsperson program into their basic service delivery system.

Overall Assessment of the Activity

Each project provides for an internal evaluation, usually taking the form of satisfaction surveys of clients and counselors. Annual reports from projects indicate this approach to individual problem solving is expeditious. A summary of those reports covering FY 1981 has been sent to Congress.

Section 304
REHABILITATION TRAINING

Federal Funds - \$19,200,000

Legislative Authority

Under Section 304(a) of the Act, grants may be made to, and contracts may be made with, States and public or nonprofit agencies and organizations, including institutions of higher education, to pay part of the costs of projects for training, traineeships and related activities.

Rehabilitation training grants are authorized by the Rehabilitation Act of 1973, as amended, to ensure that skilled workers are available to provide the broad scope of vocational rehabilitation services needed by handicapped individuals served by vocational rehabilitation agencies and rehabilitation facilities.

Areas of Training

Grants awarded under the rehabilitation training program include:

1. Long-term training in the broad range of established rehabilitation professional fields identified in the Rehabilitation Act, including rehabilitation medicine, rehabilitation nursing, rehabilitation counseling, rehabilitation social work, rehabilitation psychiatry, rehabilitation psychology, physical therapy, occupational therapy, speech pathology and audiology, rehabilitation facility administration, prosthetics and orthotics, therapeutic recreation, vocational evaluation and work adjustment, rehabilitation job placement and job development, specialized training in providing services to the blind, the deaf and the mentally ill and training in other fields contributing to the rehabilitation of severely handicapped individuals;
2. Special training projects of an experimental or innovative nature which are designed either to train new types of rehabilitation manpower or to demonstrate innovative training techniques;
3. Short-term training workshops, seminars, institutes or other short courses in areas of special priority to the State/Federal vocational rehabilitation services program;

4. Continuing education programs to upgrade the skills of rehabilitation workers employed in both public and voluntary rehabilitation agencies; and
5. In-service training for the staff development of State vocational rehabilitation agency personnel.

Section 304(d) of the Rehabilitation Act, in addition, authorizes a special program for the training of interpreters for the deaf.

Training Grant Support in FY 1982

An estimated breakdown of rehabilitation training grant support for FY 1980, 1981, and 1982 is provided in Table 2. Also shown in this table are projected estimates for FY 1983.

Emphasis of Long-Term Programs

In FY 1982, emphasis continued to be directed to ensure that all training projects reflected a special concern for the rehabilitation of severely physically and mentally disabled adults and demonstrated a special relevance to the services provided by State vocational rehabilitation agencies and closely cooperating private agencies and facilities under the State/Federal rehabilitation services program. Both pre-service and post-employment rehabilitation training projects were expected to include curriculum content that had an identifiable focus on skills development directly relevant to the placement of severely physically and mentally disabled individuals, including the learning disabled, into suitable employment and fostering and facilitating the social and vocational independence of severely disabled individuals.

Case management practices within State rehabilitation agencies continued to be improved in FY 1982 because of the availability of extensive training in the use of the Case Review Schedule developed by San Diego University.

In addition, full participation in the various rehabilitation discipline training areas by historically Black institutions of higher education was encouraged in FY 1982 and specific steps taken to achieve a greater involvement of and increase financial support available to such institutions.

Table 2. Rehabilitation Training Grant Support for FY 1980, 1982, 1981 and 1983

<u>Category</u>	<u>FY 1980</u> ^{1/} (000)	<u>FY 1981</u> ^{1/} (000)	<u>FY 1982</u> (000)	<u>Projected</u> <u>FY 1983</u> (000)
<u>TRAINING IN ESTABLISHED REHABILITATION DISCIPLINES</u>				
Rehabilitation Counseling	\$ 4,612	\$ 4,435	\$ 2,500	\$ 2,500
Rehabilitation Medicine	2,906	1,721	2,400	2,366
Rehabilitation Facility Administration	1,514	1,470	1,200	1,200
Prosthetics and Orthotics	1,322	302	1,300	1,300
<u>Allied Health Professions</u>	<u>2,048</u>	<u>1,551</u>	<u>1,000</u>	<u>829</u>
Speech Pathology and Audiology				
Occupational Therapy				
Physical Therapy				
Social Work				
Psychology				
Therapeutic Recreation				
Job Development & Placement	197	144	1,000	1,120
Vocational Evaluation	664	547	800	800
Experimental and Innovative	1,317	1,291	740	740
Blind	855	800	700	700
Deaf	687	656	500	500
Mentally Ill	179	179	200	200
Undergraduate Education	554	454	300	300
Other	990	825	800	915
Sub-Total	\$17,845	\$14,375	\$13,440	\$13,470
Interpreters for the Deaf	900	900	900	900
<u>STAFF DEVELOPMENT & TRAINING FOR EMPLOYED REHABILITATION WORKERS</u>				
Rehabilitation Continuing Education Programs	3,017	2,944	2,000	2,000
State In-Service Training	3,151	3,377	2,800	2,800
Short-Term Training	557	0	60	30 ^{2/}
Research Fellowships	30	0	0	0
Sub-total	\$ 6,755	\$ 6,321	\$ 4,860	\$ 4,830
GRAND TOTAL	\$25,500	\$21,596	\$19,200	\$19,200

^{1/} Academic year funding split between two fiscal years in: 1980 and 1981.

^{2/} Section 12

Special Innovative Training

A number of special innovative training projects were also supported in FY 1982 and these projects will be pointing the way to new approaches for training rehabilitation workers. Among these Special Projects were the following:

- A project at the University of Virginia for the training of rehabilitation engineering personnel.
- A project at the Voc-Tech Institute in Minnesota for the development of special training materials for prosthetics and orthotics.
- A project at Memorial Hospital in Providence, Rhode Island for exposing family practitioners to the principles of rehabilitation medicine.
- A project at the University of Guam for the training of rehabilitation counselors uniquely qualified to meet rehabilitation service needs in Guam and the Pacific Islands.
- A project at the Navajo Community College to train Navajo persons to assume professional counselor responsibilities in serving handicapped American Indians; and
- A group of interrelated training projects at Franklin Institute and the University of Washington for training dentists and dental support personnel skilled in providing dental services to severely handicapped persons.

State Vocational Rehabilitation Unit In-Service Training

Training supported under the State Vocational Rehabilitation Unit In-Service Training grant program focuses primarily on program areas essential to each agency's immediate operation including Training to correct deficiencies identified in audits and other studies of the State program. Eighty in-service training grants were awarded in FY 1982 and training emphases were to be focused on: (1) improved skills in job identification, job development and job placement for severely disabled individuals; (2) improved management in program planning, monitoring and evaluation; (3) improved State unit utilization of rehabilitation facilities; (4) improved use of

diagnostic information in services eligibility determination, especially for learning disabled individuals; (5) improved use of available similar benefits; and (6) implementation of coordinative activities between State vocational rehabilitation units and State education agencies.

Rehabilitation Continuing Education Programs

The Rehabilitation Continuing Education Programs train newly employed personnel in basic knowledge and skills and assist experienced personnel in upgrading their skills and developing mastery of new developments in the field of rehabilitation. The Rehabilitation Continuing Education Programs also provide training for staff of private rehabilitation agencies and facilities. The training provided under this program focuses on meeting needs common to a multi-State geographic area. Twelve grants were awarded in FY 1982 and training areas identified for emphasis were: (1) job development and job development in competitive employment for severely handicapped individuals; (2) coordination of vocational rehabilitation, vocational education and special education; (3) independent living rehabilitation delivery; (4) rehabilitation of learning disabled individuals; and (5) improved utilization of rehabilitation facilities.

The following Rehabilitation Continuing Education programs provided training in 1982:

University of Arkansas Arkansas Rehabilitation R&T Center Fayetteville, Arkansas	Multi-Resource Centers, Inc. Minneapolis, Minnesota
Assumption College Institute for Social and Rehabilitation Services Worcester, Massachusetts	State University of New York at Buffalo Buffalo, New York
The George Washington Univ. Washington, D.C.	University of Northern Colorado School of Special Education and Rehabilitation Greeley, Colorado
Georgia State University Institute of Governmental Administration Atlanta, Georgia	San Diego State University Rehabilitation Center San Diego, California

University of Hawaii
Department of Education
Psychology Counseling &
Guidance
Honolulu, Hawaii

University of Missouri
College of Education
Columbia, Missouri

Seattle University
Department of Rehabilitation
Seattle, Washington

University of Tennessee
Department of Special
Education and Rehabilitation
Knoxville, Tennessee

Section 311
SPECIAL PROJECTS FOR SEVERELY DISABLED INDIVIDUALS

Federal Funds - \$8,846,000

Legislative Authority

Section 311(a) (1) of the Rehabilitation Act of 1973, as amended, authorizes grants to support projects devoted to the expansion and improvement of rehabilitation services for severely disabled individuals, including those handicapped by blindness, deafness and spinal cord injuries. During the first three years that this grant program was in operation, from FY 1974 through FY 1976, all projects served these three disability groups. In subsequent years, the scope of the program has been expanded to include additional categories of severely disabled individuals.

Progress to Date

In FY 1982, seventeen spinal cord injury center projects were funded. Fifteen of these awards were made to previous recipients of awards under the program with two new centers being established in Detroit, Michigan and Atlanta, Georgia. In addition, one other new project in Tele-conferencing was funded under the Special Projects for Severely Disabled Individuals authority in FY 1982.

At the close of FY 1982, Special Projects for Severely Disabled Individuals were active in the following disability areas, the number of projects being indicated parenthetically: blindness (1), cerebral palsy-multiple sclerosis (1), deafness (1), deaf and blind (1), epilepsy (1), general (13), learning disability (1), mental illness (3), mental retardation (3), multiple sclerosis (1), rheumatoid arthritis (2), and spinal cord injury (17).

Section 311

HANDICAPPED AMERICAN INDIAN VOCATIONAL REHABILITATION SERVICES

Federal Funds - \$624,000

Legislative Authority

The 1978 Amendments to the Rehabilitation Act of 1973 authorized a new discretionary grant program designed to assist Indian tribes to develop the capacity to provide vocational rehabilitation services to disabled American Indians residing on Federal and State reservations. Project support also assists in the development of tribal vocational rehabilitation service systems which meet the rehabilitation needs of disabled American Indians in a culturally relevant manner.

Funds were appropriated by the Congress under this program for the first time in FY 1981 and were earmarked by the Congress solely for the implementation of a vocational rehabilitation service program administered by the Navajo Tribe in Window Rock, Arizona. FY 1982 funds were again earmarked by the Congress for the sole use of the Navajo Tribe.

Progress to Date

The Navajo Vocational Rehabilitation program was awarded \$624,000 in FY 1982 to carry out a bilingual rehabilitation service program aimed at returning the most severely handicapped Navajos to the world of work and independence. Approximately 600 severely handicapped Navajos are expected to be provided service during the second year of operation of the special project which builds on extensive earlier experience that the Navajo Nation has gained in vocational rehabilitation service delivery under previous special Federal grants. The project involves both the direct delivery of services by trained Navajo staff personnel and the utilization of services available within cooperating Navajo based rehabilitation facilities and diagnostic/evaluation services.

Section 312
HANDICAPPED MIGRATORY AGRICULTURAL AND SEASONAL FARMWORKERS

Federal Funds - \$951,000

Legislative Authority

Authorized by Section 312 of the Rehabilitation Act of 1973, as amended, this discretionary grant program has the basic purpose of expanding vocational rehabilitation services for handicapped migratory agricultural and seasonal farmworkers and members of their families who are with them (whether or not disabled) when such services contribute to the rehabilitation of the agricultural worker. Project activities are coordinated with other Federal resources for the target population, including those administered by the Department of Labor, Public Health Service and certain other programs of the Department Of Education. The only applicants eligible for these grants are State rehabilitation agencies.

Overall Assessment of the Activity

Projects provide a unique thrust oriented to meeting the needs of migratory workers by making available expanded rehabilitation services.

Goals, Objectives, Purposes

The goal of these special projects or demonstrations is to provide vocational rehabilitation services to migratory workers which will enable them to acquire new work skills and thereby become qualified to obtain employment in other areas, or obtain permanent employment and leave the migrant stream; or to provide services necessary for the client to continue as a migratory or seasonal farmworker.

Program objectives include the following: cooperation with local programs of the Department of Labor, Public Health Service, certain other programs of the Department of Education and other appropriate public or nonprofit agencies and organizations having special skills and experience with migratory workers; development of/or expansion of effective vocational rehabilitation services for handicapped migratory agricultural and seasonal farmworkers; and encouraging State vocational rehabilitation agencies to absorb expanded services to migratory workers into ongoing programs of basic support services when projects are terminated.

Location of Projects

FY 1982 funds provided for continuation of nine projects located in the following States: California, Colorado, Idaho, Illinois, New Jersey, New York, Texas, Washington, and Wisconsin. The majority of persons served in these projects were of Hispanic background. The average projects reached over six hundred persons, and the completion of services resulted in an average of 30 handicapped migrant workers being rehabilitated within each project.

Progress to Date

These projects represent the "cutting edge" in expanding VR services to migratory and seasonal farmworkers. Due to the unique characteristics of this target population (high mobility, remote rural employment, cultural and language barriers) the provision of VR services to them has at times been very difficult. In order to assist in the expansion of services to this group, a conference was held in McAllen, Texas in May 1982 designed as a forum for idea exchange among the major social agencies serving migrant populations. The meeting was attended by Project Directors and their staffs, Federal and State officials, migratory workers and representatives of these organizations. Such discussions enabled the projects to learn about and assess new methods which would facilitate serving their clients. In May of 1981 a computer data system was inaugurated which provides immediate data regarding eligibility and past services wherever the migrant applies in the stream. This is a shared system designed originally to assist in tracking migrant children school records.

Section 316 SPECIAL RECREATION PROGRAMS

Federal Funds - \$1,884,000

Legislative Authority

Section 316 of the Rehabilitation Act of 1973, as amended, provides a program of projects for initiating Special Recreation Programs for Handicapped Individuals. Twenty-three one-year projects were funded in September 1982 in the total amount of \$1,884,000.

Description of Location of Projects

The primary purpose of projects funded under this program is to establish programs of recreational activities for handicapped persons in a community with special emphasis on expanding service for handicapped clients of State vocational rehabilitation agencies. The recreational activities carried out within these projects are diverse in scope and help contribute to the handicapped person's vocational rehabilitation and his efforts to achieve a suitable vocational goal. Funded projects cover leisure indoor and outdoor sports, crafts, arts, hobby activities and therapeutic and physical development activities. Project activities reflect programs integrating handicapped and non-handicapped persons within the same recreational program as well as special programs designed solely for handicapped persons.

Section 621 PROJECTS WITH INDUSTRY

Federal Funds - \$7,510,000

Legislative Authority

This successful, private sector effort on behalf of handicapped people is authorized under Section 621 of the Rehabilitation Act, as amended. As a result of activities in this area, more than 8,250 disabled individuals were placed into competitive employment. Projects with Industry (PWI) is predicated upon the premise that business and industry accept a senior responsibility for leadership and management of each project. Because of this, the program is infused with a true marketplace philosophy in which business principles and practices govern the methodology of operations. Consequently, productivity, cost-effectiveness, marketing, management by objectives and other appropriate techniques are used to maximize results in the business arena.

PWI is a major private business initiative involving corporations, labor organizations, trade associations, foundations and voluntary agencies which operate through a partnership arrangement with the rehabilitation community to create as well as expand job opportunities for handicapped people in the open competitive labor market. As part of this program, training is provided for jobs in a realistic work setting, generally within a commercial or industrial establishment, coupled with supportive services to enhance pre- and post-employment success of handicapped people in the marketplace.

The Advisory Council, which is required for each project, provides the mechanism for members of the private sector to participate in policymaking decisions. This active involvement affords business and industry the opportunity to provide significant input into the design and character of training programs needed to fill essential jobs in the marketplace. Training, therefore, is geared to existing job needs. As a direct result, more than 75 percent of trainees succeed in being placed into permanent jobs in business.

Progress to Date

In FY 1982, 11,000 disabled individuals, most of whom were severely disabled, received services under this program. Based on project data, three-fourths of these individuals, or about 8,250 were placed in jobs in the competitive labor market earning approximately \$70 million over a 12-month employment cycle. Sixty-five projects affiliated with more than 2,500 private corporations were funded.

The quality of jobs obtained through this partnership is generally of a high level, ranging from service type positions to those that are highly technical and managerial. IBM and Control Data are training severely disabled people for jobs in data processing and computer technology. Arkansas Enterprises for the Blind is training blind people for jobs as information specialist in large corporations as well as the U.S. Office of Personnel Management. The Electronic Industry Foundation is arranging for the training and placement of handicapped individuals in the electronics industry. The Human Resources Institute of AFL/CIO and the International Association of Machinist and Aerospace Workers of AFL/CIO are training numbers of handicapped people for jobs in union-related firms. The National Restaurant Association prepares handicapped people for all types of jobs in restaurants throughout the nation.

Title VII, Part B CENTERS FOR INDEPENDENT LIVING

Federal Funds - \$17,240,000

Independent living rehabilitation services assist severely disabled persons to live where they choose and exercise control of their lives, to the maximum extent possible. Centers for Independent Living are established and operated in local communities. They bring together in a coordinated and efficient manner a broad combination of services which enable severely disabled individuals to (1) live more effectively in family and community, or (2) where appropriate, secure and maintain

employment. The authorizing legislation requires that Centers serve a broad range of disabilities, that disabled people participate in directing and managing these Centers, and that disabled people be employed by the Center's programs. Each position in a Center is considered to be a potential training situation for a severely disabled person. Selected examples of the types of services provided by a Center are: intake counseling to determine an individual's need for and ability to benefit from specific independent living services; assistance in locating accessible housing and in meeting transportation needs; personal attendant care services; and referral to other community agencies. A major objective of all Center programs is to coordinate with other community-based State, local, and Federal programs offering services or benefits to the same person so that the duplication of services is avoided.

Authorizing Legislation and Funding

The Centers for Independent Living program is authorized under Part B, Title VII of the Rehabilitation Act of 1973, as amended. Title VII is divided into four parts; however, only Part B has been funded for implementation. The amounts appropriated in Fiscal Years 1979-1982 have been: \$2,000,000; \$15,000,000; \$18,000,000; and, \$17,240,000. Discretionary project grants awarded under this authority averaged \$200,000 and were awarded on a competitive basis to State rehabilitation agencies, local public agencies, and private nonprofit organizations.

Program Activities During FY 1982

Fourteen new Center for Independent Living project grants were awarded in FY 1982, each for a project period of two years. Six of the new awards were to grantees who applied for a new grant to continue projects begun in FY 1979. In addition, 60 previously approved projects were continued. Although four Center grantees first funded in FY 1979 failed to successfully compete for a new grant in FY 1982, there continues to be at least one Center program assisted under this program in each of the 50 States, Puerto Rico, the Virgin Islands, and American Samoa. Forty-nine of the State rehabilitation agencies which have received grants have elected to contract with one or more local, community-based nonprofit agencies to administer Center programs. Because of this, there are now 156 Federally-assisted Centers in the nation.

Regional Office Activities

Regional Office staff of the Rehabilitation Services Administration initiated periodic site-visits to Center programs not only to monitor actual operations and progress, but more importantly to provide much needed technical assistance to these newly emerging rehabilitation programs. Regional conferences of grantees and Center staff were held in most regions to identify and resolve operational and service delivery issues requiring attention. These conferences were attended by both Central and Regional Office staff. Conference workshops included such topics as case management, financing Center programs, attendant care, setting client and program goals, and a number of other subjects. Two Regional Conferences were organized around the management simulation training technique developed at the Independent Living Research Utilization project in Houston. One Region has developed a cooperative regional evaluation system for Centers in that Region.

Program Accomplishments

Each of the 156 Centers supported under the Act is developed in response to local need. As a consequence, there is a wide variety of services offered among the Centers to meet the needs of an equally wide variety of disabilities.

Although there is as yet no uniform system for reporting project accomplishments, a few examples demonstrate the benefits possible.

COST COMPARISONS

Independent Living Versus Institutional Care

This example compares the costs of independent living to those of institutional care (nursing homes, etc.) One individual a quadriplegic with a neuromuscular disorder, is confined to a wheelchair. Although she used to live in a nursing home, she

now lives independently in an accessible apartment with daily attendant care and accessible housing. The savings over institutional care are significant and are listed as follows:

<u>Institutional Costs</u>	<u>Cost Per Month</u>
1. Nursing Home	\$ 1,500
2. Transportation	200
3. Medical Supplies	250
	<hr/>
Total Costs:	\$ 1,750/month \$21,000/year
<hr/>	
<u>Independent Living Costs</u>	
1. Subsidized Housing	\$ 318
2. Supportive Home Care	300
3. Transportation	225
4. Medical Supplies	200
5. Food Stamps	70
	<hr/>
Total Costs:	\$ 1,113/month \$13,356/year
	<hr/>
TOTAL SAVINGS:	\$ 7,644/year

Another individual is a C-4/5 quadriplegic who used to reside in a nursing home. He needs accessible housing, attendant care, and some homemaker assistance. He owns and drives a lift equipped van.

<u>Institutional Costs</u>	<u>Cost Per Month</u>
1. Nursing Home	\$ 1,400
2. Medical Supplies	175
3. Transportation	200
	<hr/>
Total Costs:	\$ 1,775/month \$21,300/year

<u>Independent Living Costs</u>	<u>Cost Per Month</u>
1. Subsidized Housing	\$ 318
2. Supportive Home Care	220
3. Medical Supplies	175
4. Nursing Care	140
5. Food Stamps	70
Total Costs:	\$ 923/month
	\$11,076/year
TOTAL SAVINGS:	\$10,224/year

Other Center programs provide training in useful roles during the provision of services that can have a marked impact on the economic benefit to the individual. In one case, a deaf-blind individual was considered unemployable. He worked as a volunteer gardener at the Center, and through this work experience, and job-readiness training at the Center, he was subsequently placed by the rehabilitation agency in a full-time industrial job. In another case, a young woman with cerebral palsy, considered unemployable although she had a college degree, began at a Center as a volunteer luncheon coordinator. While at the Center, she received counseling on housing and transportation, and served on the Center's advisory board. This client was eventually able to assume a job with the circuit court, where she is working as a paraprofessional.

NATIONAL INSTITUTE OF HANDICAPPED RESEARCH

Title II
NATIONAL INSTITUTE OF HANDICAPPED RESEARCH

Federal Funds - \$28,560,000

Title II of the Rehabilitation, Comprehensive Services and Developmental Disabilities Legislation (P.L. 95-602) establishes the National Institute of Handicapped Research (NIHR). The Institute conducts research programs concerning all handicaps and all age groups. In addition, the NIHR Director serves as Chairman of the Interagency Committee on Handicapped Research (ICHR), which is charged with coordinating the research efforts across the federal government in this area. Specific responsibilities include:

- Providing a comprehensive and coordinated approach to the administration and conduct of research, demonstration projects and related activities for the rehabilitation of handicapped individuals, including programs designed to train persons who conduct research and provide rehabilitation services.
- Facilitating the distribution of information concerning developments in rehabilitation procedures, methods and devices to rehabilitation professionals and to handicapped individuals and to assist such individuals to live more independently.
- Improving the distribution of technological devices and equipment for handicapped individuals.
- Increasing the scientific and technological information presently available in rehabilitation.

One of the most important aspects of research conducted by the Institute is the effort made to help handicapped people integrate into independent and semi-independent community life.

NIHR Long Range Plan and Annual Priorities

The Long Range Plan submitted to Congress on January 16, 1981 was the basis for NIHR funding priorities for research and support activities. The goals set forth in this plan included:

1. Minimizing the Incidence of Disability and Maximizing the Functional Capacities of Handicapped Individuals.

2. Improving Employment Prospects and Alleviating Problems of Daily Living
3. Improving the Quality of Services and System of Financial Support for Handicapped Persons
4. Addressing Populations of New Concern

In FY 1982, NIHR implemented the priority-setting process established in the regulations. Priorities were first proposed for public comment, responses were analyzed, and final priorities were published along with application notices. In January seventeen priorities were proposed for the remainder of FY 1982 funds. In May forty-seven priorities were proposed for support with FY 1983 funds. The proposed priorities were derived from the Long Range Plan through a process of NIHR staff discussions and extensive deliberations with the National Council on the Handicapped, as well as consultations, with representatives of such agencies as: RSA, SEP, ADD, NASA, VA and members of the subcommittees of the Interagency Committee on Handicapped Research.

Over 1,100 comments were received, plus petitions and group letters. This year, NIHR made the decision to focus its resources toward its established goals by delimiting core areas of centers and allocating funds for research in areas clearly related to NIHR goals. In August, thirty-five final priorities were published along with an Application Notice announcing an intent to fund fifteen Rehabilitation Research and Training Centers (RTC's), ten Rehabilitation Engineering Centers (REC's), ten Research and Demonstration Projects and two utilization and dissemination projects.

A new Long Range Plan will be prepared for submission to Congress in January of 1984. In the development of its Long Range Plan, NIHR solicited input from several thousand agencies and organizations involved in research, service or advocacy for the handicapped and related key populations. These included a wide range of Federal departments and individual agencies, voluntary organizations, universities and State and local government agencies.

Because NIHR customarily plans research with a broad base of participation from interested organizations and individuals, the development of the second plan will be elicited through planning workshops, review panels and written input from a broad constituency.

The total FY 1982 Federal appropriation for NIHR was \$28,560,000

THE NIHR PROGRAM BUDGET*

	<u>1981</u>	<u>1982</u>
Research and Training Centers	15,704,000	15,693,000
Rehabilitation Engineering Centers	8,027,000	8,155,000
Research and Demonstration Program	3,542,000	2,133,000
Research Utilization Program	2,330,000	2,009,000
International Program	106,000	78,000
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	29,750,000	28,068,00
		492,000**
		28,560,000

* Numbers rounded

** This amount was returned to the Treasury. The competition for Research and Training Centers on the needs of Native Americans and of handicapped persons in the Pacific Basin Area did not receive applications deemed suitable for funding by the peer review. A new competition was announced in these two areas.

INTERAGENCY COMMITTEE ON HANDICAPPED RESEARCH

The Interagency Committee on Handicapped Research is charged with the responsibility for coordinating the handicapped research efforts of all Federal agencies. The committee has representation from such agencies as: the Veterans' Administration, the National Aeronautics and Space Administration, National Institutes of Health, National Science Foundation, Department of Transportation, Rehabilitation Services Administration and others involved in handicapped research.

In addition to the high level committee, there are active subcommittees at the working level which meet on a regular basis to share information and plan cooperative efforts. There are five current subcommittees: medical rehabilitation, rehabilitation engineering and technology, demographics, low vision and partially sighted, and a new one added this year--deafness and hearing impairment.

Work has begun this year on establishing an overall information retrieval system on research programs--a kind of clearinghouse on activities being sponsored by the agencies. In addition, efforts continued on reaching out to non-governmental, private sector

groups such as the Easter Seal Society, Muscular Dystrophy Association and others to determine what research they are funding, and joint planning. For example, the Subcommittee on Low Vision reviewed the research plan of the National Eye Institute and made suggestions.

Section 204
REHABILITATION RESEARCH AND TRAINING CENTERS (RTC's)

Federal Funds - \$15,693,000

The Rehabilitation Act places upon the National Institute of Handicapped Research a responsibility over and above the development of new scientific knowledge: the responsibility to develop, disseminate and aid in the application of existing knowledge which is of immediate value in the rehabilitation of disabled persons. One of the ways in which this responsibility is met is through the Rehabilitation Research and Training Center program. The interrelationships of research, services and training form the framework within which these centers conduct their efforts. The rationale for this operational approach is the belief that research cannot be an isolated operational entity and still effectively accomplish its intended mission of utilization.

Each center conducts research in priority core areas, transposes research knowledge into products that can be used readily and disseminates this information to practitioners through training and eventual incorporation into service delivery programs. Center research is conducted in clinical settings where patient/client services, research and training can be coordinated.

Specific medical RTC's deal with a full range of disability problems such as spinal cord injury, neuromusculoskeletal diseases, cardiovascular diseases, psychosocial adjustments, etc. Specialized centers conduct research in such areas as blindness, deafness, aging, mental retardation, etc. Most centers also offer vocational rehabilitation services in order to ensure a continuity of rehabilitation when the client is discharged.

The research core areas emerge both from particular needs of disabled persons in the geographic areas served by the Centers and from priority areas perceived by NIHR through its planning process to be crucial to the rehabilitation of handicapped persons. Individual research projects within a core area are based upon a demonstrated need for the research, the availability of proper resources and the probability that such research can be successful.

The first two RTC's were in the medical field and were founded in 1962 at the University of Minnesota and at New York University. Since that time, the program has grown to a network of 26 Centers in FY 1982, funded in a range from \$200,000 to \$1,500,000 per center.

Some RTC Program Highlights For FY 1982

- o The University of Oregon RTC

The Research and Training Center in Mental Retardation at the University of Oregon completed its report of extensive results of sixteen years of research, training, dissemination and utilization in the area of mental retardation. The major effects of their efforts were focused upon program-related assessment, professional growth and development, consumerism and community residential alternatives.

- o George Washington University RTC

In its final report, recently submitted, the George Washington University RTC detailed its work with the Washington Metropolitan Area Transit Authority in developing and implementing accessible fixed-route bus service in the Washington, D.C. area. They have developed manuals, films, videotapes and slides for bus operators, trainers, managers, consumers and allied health professionals. Although these materials focus on lift-equipped and kneeling buses and some of the federal guidelines have changed, this material will be useful to any transit authority jurisdiction, allied health practitioner, consumer or rehabilitation specialist interested in accessible transportation.

- o The University of Arkansas RTC

The University of Arkansas RTC in Vocational Rehabilitation published three important components of its Facilitative Case Management training package and field tested it with counselors in New Mexico. The three-day workshops on caseload management, interviewing skills of counselors and goal planning produced significant gains in both knowledge and the skills of counselors.

The center also conducted another study in rehabilitation counseling. In order to evaluate current training and evaluation attitudes and practices during the training of rehabilitation personnel, the training directors of state rehabilitation agencies, state agencies for the blind, RT Centers and regional continuing education centers were surveyed. The results showed that an increasingly sophisticated use of training technology, a greater focus on informational and behavioral objectives during training and other follow-up evaluation is occurring.

Within the RTC's psychosocial core area, new programmatic research efforts were conducted toward the utilization of knowledge. The behavioral consultation approach used in the Hot Springs Comprehensive Rehabilitation Center proved successful in teaching counselors to write more client-centered objectives in the Individuals Written Center Plans and also more behavioral-based objectives for clients. New methods were developed for measuring outcomes and a Behavior Management Manual was developed. This manual presents structured and systematic methods of dealing successfully with six major categories of behavior problems, including: complaints about somatic conditions, sickness and incapacities; work problems and dependency behavior.

- o The University of Pennsylvania RTC

The University of Pennsylvania RTC in Aging continued its work seeking to understand the relationship between the psychosocial and medical needs of aged, handicapped persons and determining those rehabilitation interventions that will enable them to live as independently as possible in the community.

In specific projects the RTC studied:

- the psychosocial status of families caring for the impaired aged (200 impaired elderly in ten counties of Pennsylvania)
- the positive effects of group therapy on disabled geriatric patients
- cognitive rehabilitation of aged stroke patients
- bladder incontinence in elderly disabled persons
- normative expectations of the older adult (interviews and a longitudinal sample of people aged 70-100)
- a study of the implications for psychosocial rehabilitation of hip fractures
- the identification of elderly rehabilitation populations by means of a computerized assessment system
- a study of short term dischargees and their rehabilitation potential
- a study of the early withdrawal of older persons from the work force because of health reasons
- an evaluation of coordinated, community-oriented, long-term care demonstration projects involving waivers of Medicare, Medicaid and Social Services
- collaborative studies concerning elderly cancer patients.

In addition, the Center obtained funding from the Smith, Kline Company to create an exhibit on Age-Related Sensory Changes which will tour the country to rouse public awareness.

o The Pennsylvania College of Optometry RTC

The Research and Training Center at the Pennsylvania College of Optometry is concerned with enhancing the quality of life of severely visually handicapped persons.

In specific projects this Center studied:

- the role of psychosocial aspects of visual disabilities and the development and evaluation of diagnostic procedures, treatment methods, training techniques and technological aids

- the development of a "user-friendly" computerized information data base which will include demographic, clinical, functional, vocational and psychosocial characteristics of the visually handicapped population served at the William Feinblom Vision Rehabilitation Center (at the college)
- the development of training models for teaching eccentric viewing in the most efficient and effective ways, including the testing of procedures for near tasks such as reading, and investigation the applicability of biofeedback techniques for improving performance in eccentric viewing
- using fresnel prisms in patients with visual field problems.

REHABILITATION ENGINEERING PROGRAM (REC's)

Federal Funds - \$8,155,000

The five original Rehabilitation Engineering Centers (REC's) were established in 1972 under the Rehabilitation Services Administration. The number has increased to fifteen in the United States and three abroad. Each center is an integral part of a closely knit network devoted to improving the quality of life of handicapped people through research, training and service in Rehabilitation Engineering.

Mission and Organization of the Centers

The Rehabilitation Engineering Centers develop innovative methods of applying advances in medical technology, scientific achievement and psychological and social knowledge to the problems of handicapped persons and their environment. Each center is encouraged to establish official working relationships with institutions of higher learning in medicine, engineering and related sciences. Each assists in the development of manpower and training programs through which the techniques, hardware and systems developed can be introduced safely into the service delivery system.

Duplication of effort is avoided through effective intercenter coordination. Each center has an approved core area of research emphasis and each reflects the needs of the major patient populations of the center. The following are highlights of the Rehabilitation Engineering Centers in FY 1982:

- o The University of Virginia REC

During the past five years, one of the core areas of research at the University of Virginia REC has been wheelchair mobility. The prime objective has been to develop information useful to users, manufacturers and designers of wheelchairs. The wheelchair industry is complex, with a wide variety of consumers and needs and a limited market for any one application. Manual wheelchairs have several categories: depot wheelchairs for use in airports, etc., hospital wheelchairs that can accommodate I.V. bottles, leg casts and the like, drugstore wheelchairs for occasional users, prescription wheelchairs for certain chronic disabilities and sports models for wheelchair athletes. In addition, there are many types of powered wheelchairs and special types such as those designed for use aboard aircraft or in private vans.

Although a university setting for research provides limited access to market and patient population, it is an excellent place to gather experts in the various technologies. Also, it has state of the art computation and theoretical abilities and access to knowledge and experience.

The University of Virginia REC has studied the principles involved in wheelchair design and usage. It has conducted ergometric studies of the most efficient means of harnessing human energy and in determining the factors that affect the power required to propel a wheelchair and the effect of chassis design on performance. Working with NASA Langley, The REC has conducted a finite element analysis and considered new materials that could be used in a lightweight wheelchair.

The REC also has considered alternate energy sources for powered wheelchairs, new batteries, motor designs and controllers. Powered wheelchairs have been tested on a treadmill, varying loads and speeds. It has been determined that existing technology can be used to improve wheelchair performance.

- o Rancho Los Amigos Hospital REC

Over the past five years a method of external muscle stimulation in the treatment and correction of ideopathic scoliosis has been developed from animal research and human clinical studies. The present worldwide usage of this technique is now about 1500.

Two patents have been awarded for this technique. Single and dual channel electrical stimulators have been designed and the technology transferred to private industry. Data from an ongoing international study on the efficiency of this treatment has been analyzed and submitted to the FDA for approval under the Durable Medical Hardware Program.

One hundred and forty-four subjects have been treated or are presently undergoing treatment at this center. Primarily, these subjects have ideopathic scoliosis. Other types of scoliosis have been included as well (kyphosis and combinations of spinal deformities). The results of these studies have shown that spinal curvatures either stop further progress or improve with the application of electrical neuromuscular stimulation.

Also at this center, instrumentation used in the quantitative analysis of gait and human locomotion is constantly being developed and upgraded to expand the measuring capabilities in the clinical diagnosis and treatment prescriptions for persons with problems of locomotion. Some of these instruments include: a vertical acceleration gait analyzer, which indirectly measures energy consumption; a stride analyzer used in a normal clinic and which provides a printed record of pertinent gait data; and an analog to digital converter, which provides four channels of electromyographic data for simultaneous processing with footswitch and goniometer records.

- o Ljubljana, Yugoslavia REC

Since 1973, with partial research support from the NIHR and its predecessor agencies, this REC has been developing, through sound scientific research, a method to utilize the principles of Functional Electrical Stimulation to selected paraplegic patients to allow them to stand and walk without extraneous weight bearing harnesses or braces (except as balance supports, such as canes and walkers). At this point, the center has

approximately twenty-five paraplegic individuals successfully walking, as described. These persons have spinal lesions of varying etiologies and have paralysis ranging from T-5 through T-12. The Center also has a major research and demonstration activity related to the development and application of implanted electrode systems which are being tested on two subjects presently who show great potential.

Although some major problems of balance and finite control remain to be solved, the promise of this research is among the most exciting and dramatic we have seen for spinal cord discontinuity patients.

RESEARCH AND DEMONSTRATION PROJECTS

Federal Funds - \$2,133,000

Vocational, Management, Psychological, Sensory and Special Populations Research

- Alternatives to Disability Retirement

During FY 1982 an agreement was signed between NIHR, the Office of Personnel Management and the Social Security Administration to begin work on a demonstration effort to be conducted at the Social Security Administration in Baltimore. Its principal purpose is to implement and evaluate a procedural system designed to assist Federal agencies in reducing the incidence of unacceptable work performance due to physical or mental impairment. The project goal is the early detection of emerging impairments and successful remedial intervention to result in increased employee productivity and a reduction in the loss of trained personnel due to disability retirement.

- Rehabilitation Indicators

The mission of the Rehabilitation Indicators (RI) Project is to develop a method and a common language for describing client functioning. In FY 1982 the project continued and/or refined results from more than forty field trials and demonstrations to test and refine the reliability, validity, sensitivity, comprehensiveness and acceptability (to clients and providers) of the tools, procedures and assessment data yielded. The RI project is nearing the end of its third phase, which has been largely devoted to exploring the utilization of the materials developed. Broad-scale utilization of the materials developed will begin in FY 1983.

- o Special Populations (Children)

- A research project to document the neurodevelopmental outcomes of infants who are at highest risk for handicapping conditions (less than 1501 grams with intracranial hemorrhages in a double-blind prospective study).
- A project in Prenatal Risk Factor/Early Intervention in Early Childhood to explore the systematic inclusion of parents in roles currently filled almost exclusively by highly trained professionals.
- A project which has six components pertaining to the prevention and early identification of high-risk and handicapping conditions in infants. The six areas are: 1) Improving medical education and physicians' training in the area of handicapping conditions in children; 2) a five year study of high-risk infants and their mothers to identify psychosocial behaviors and characteristics; 3) a study to identify mothers who are potential abusers of their high-risk and handicapped children; 4) follow-up clinics for babies released from the neonatal intensive care nursery; 5) a lead screening study in a rural area and 6) development of a statewide, computerized high-risk registry, using birth certificate information.

- o Regional Rehabilitation Research Institute at Portland State University

The Regional Rehabilitation Research Institute at Portland State University completed its study of the effectiveness of the Projects With Industry Program. The project surveyed clients, counselors, administrators and state Vocational Rehabilitation directors. Job placement was found to be the most important service and results were generally positive. Recommendations were made for improvement of the program.

- o Prioritization of Rehabilitation Research

The Baylor College of Medicine completed its project involving the design of a Benefit-Cost approach to the prioritization of rehabilitation research. They have designed a computer-based mathematical evaluation model which takes into account both monetary and non-monetary benefits of rehabilitation research.

o Independent Living

A study by the California State Department of Rehabilitation evaluating the Independent Living Centers was completed. This project, "Research on Attainment of Independent Living, Status and Evaluation of Independent Centers in California", was designed to serve as a data base for policy development as Federal funding became available for new centers. Its purposes were expanded to include the development of a means to measure gains in independence and the evaluation of what factors make for an effective independent living organization.

THE INTERNATIONAL PROGRAM

Federal Funds \$78,000

The NIHR and its predecessor agencies have conducted an international program for more than thirty years. The program, cuts across the whole NIHR scope of activities as a coordinated and integrated effort, as reflected in the Ljubljana, Yugoslavia Rehabilitation Engineering Center to the International Information Dissemination Program. Over the years the international program has developed to include international research and demonstration projects, the interchange of experts and the exchange of information, training and technical assistance. More recently, the scope of the program has broadened to include such activities as encouraging the expansion of bilateral cooperative agreements and providing advisory services to other countries, to the U.S. Mission to the United Nations and to such UN specialized agencies as UNESCO, ILO, WHO AND UNICEF. In addition, NIHR has sponsored seminars, special studies and workshops at home and abroad.

There were nine ongoing projects extended for approximately twelve months under the Special Foreign Currency Program (SFCP), authorized by P.L. 83-480. This program provides financing for research and demonstration projects from U.S.-owned foreign currencies. These funds are made available from the sale of U.S. agricultural commodities abroad when the proceeds generated are in excess of embassy requirements in that country. Four countries are currently participating in this program--Burma, Guinea, India and Pakistan.

In addition, there are active projects in Poland, Yugoslavia, Egypt, Tunisia and Sri Lanka for a total of twenty-nine projects. Ten projects were completed during the year, and twelve project proposals were submitted for peer review. Copies of all recently completed final reports have been presented to the National Rehabilitation Information Center.

Site visits for monitoring programs and for international exchanges were funded under P.L. 86-610 and 204 (b) (5) of the Rehabilitation Act for forty international scientists and American consultants. Approximately 150 other international guests were assisted with their programs in Washington, D.C. and other U.S. cities. Large delegations were hosted from Japan and the People's Republic of China this year.

International Program Highlights

o Pakistan

An international seminar was held in Lahore, Pakistan, in November 1981 to review the activities of the "Fountain House Model--A Social Invention in Community Rehabilitation of the Mentally Ill". The Fountain House in Lahore and its counterpart in New York reported on the transcultural dissemination of the Fountain House model for serving the mentally ill through a program of transitional employment in commerce and industry. Ten countries were represented, including the PRC.

o Egypt

A Rehabilitation and Training Program for Central Language Disorders (Aphasia) in Egypt was established within a hospital setting at Ain Shams University and has been successful for both in-patients and out-patients. The experience shows that such activities on a long-range basis can effectively be managed by relocating them within a rehabilitation center.

The Cairo Center for the Rehabilitation of the Deaf initiated a program to establish a verbotonal system of rehabilitation for hearing impaired individuals using Eastern Arabic. It has been demonstrated that children with severe and profound sensorineural hearing loss can develop communicative skills, enabling some to be enrolled in regular elementary schools. There is evidence that such a program is feasible and can be successful if replicated under the direction of properly trained personnel.

o India

Two projects for the blind have been established in India. One has enabled adult rural blind persons to participate in village and family life by providing them training, counseling and vocational rehabilitation. The other project created a program for the rehabilitation of the rural blind by using low vision aids and eye care technicians.

A study in Bombay has demonstrated the benefits of vocational rehabilitation to cancer patients and their families. This study has pointed out that a comprehensive social and vocational rehabilitation program can alleviate the psychological, social and economic consequences of cancer for both the patients and their families. More than 5,000 beneficiaries were included in this study and follow-up. The success of this project has now led to a new project demonstrating a rehabilitation program and new techniques for rural cancer patients, including such vocations as poultry-raising, horticulture and soap making. This study is now developing models of special equipment and devices suited to rural patients as well as a "small business enterprise" program tied in with the U.S. Projects With Industry program.

RESEARCH UTILIZATION

Federal Funds - \$2,009,000

The production of research results that can be used to improve services for handicapped persons is a significant part of the NIHR's authorizing legislation. The goals of the NIHR's utilization efforts are to: 1) help plan research and demonstration projects such a way that useable results will be produced; 2) encourage grantees to prepare and submit final reports that will promote the utilization of results that 3) directly disseminate information to targeted users; 4) link foreign and domestic research information and rehabilitation personnel through the exchange of experts and other means; 5) generate a body of research utilization knowledge; 6) evaluate the effectiveness of utilization efforts and seek improvement of them.

RU Project Highlights

In FY 1982 eleven Rehab Briefs were produced and disseminated each to some 30,000 users. "Beating Burnout", "Effect of Parental Disability of Children," "Chronic Pain", "Alcoholism--The Silent Saboteur" and "Attitudes Toward Handicapped Persons" were among the topics covered. Favorable comment on these issues included praise for the usefulness of the issue on Brain Injury from the National Head Injury Foundation; a request from the French journal, Handicaps et

Inadaptations, for permission to reprint the issue on burnout and from the Council for the Care of Cripples in South Africa to reprint several issues in the South African Cerebral Palsy Journal. In addition, requests for multiple copies of specific issues increased.

The National Rehabilitation Information Center (NARIC) responded to over 12,000 information requests in FY 1982. Now under contract to the NIHR, NARIC continues to offer library and information services on rehabilitation research and technology to the entire U.S. rehabilitation community plus users overseas. REHABDATA, the NARIC bibliographic database, includes over 7,500 documents, especially NIHR/RSA materials. Selected journal articles have been added to the databases recently. The ABLEDATA database of commercially available equipment for disabled persons has grown to 5,000 items. Information Broker training has been initiated, and new brokers are providing interpretive information to system users in the United States and abroad, including Africa, India, Australia, Costa Rica, Egypt and Asia. NARIC has published and disseminated The Thesaurus of NARIC Descriptors, The ABLEDATA Thesaurus, and REHABDATA: A Selected Subject Catalog. Seven issues of NARIC's newsletter The Pathfinder were produced in FY 1982. In addition, NARIC disseminated tailored bibliographies, fact sheets and periodical lists.

The Texas IMPART project, designed to identify unmet needs of individual clients and to find solutions for them ended on September 30, 1982. In the nine months prior to that, 333 specific problems were identified and 322 were solved for a cumulative total of 1180 submitted and 1014 solved over five years. Problems came from 34 states in all, with most (1121) from Texas, Oklahoma and New Mexico. In these three states some form of "technology utilization" has now become a regular vocational rehabilitation activity.

International Information Dissemination Projects

The NIHR International Program and the Research Utilization Program work in tandem to see that rehabilitation research information is exchanged. Specific programs for the interchange of experts and dissemination of information during FY 1982 included:

- World Rehabilitation Fund, Inc.

The major objectives of the Fund's sponsored programs is to gain knowledge not generally available in the United States by sending rehabilitation experts abroad. These experts obtain information suitable for dissemination in this country. The Fund also commissions the authorship of monographs on topics relevant to U.S. needs either by foreign authors or U.S. experts who have had study visits abroad. Ten WRF fellowships were awarded to U.S. experts for study abroad in FY 1982. Five monographs were commissioned and published last year. In addition, a number of foreign rehabilitation experts were brought to the United States to visit with their counterparts in research.

- "RIUSHARE", Rehabilitation International, USA

Project objectives of "RIUSHARE" are to mount a major international effort to provide information to handicapped persons, rehabilitation service providers and leaders by upgrading communications tools and activities. A highlight of this project in FY 1982 was the Fifth International Rehabilitation Film Festival. The United States Mission to the United Nations acted as a co-sponsor of this event which included an awards ceremony and reception.

- PATH/81/AMERICAS Project, National Association of the Partners of the Alliance

The International Communication Agency (USIA) and NIHR agreed to develop cooperatively a project with the National Association of the Partners of the Alliance, Inc. to promote the utilization of simplified, low-cost approaches to disability prevention and rehabilitation in low and moderate income areas in the Americas. The PATH/81/AMERICAS Project is a partnership between the government, the private, non-profit sector and the corporate world working together to address critical issues about disability in the Americas. In response

to President Reagan's Caribbean Basin Initiative, NIHR has expanded its support of the Partners PATH Americas Program. An important workshop was held in San Jose, Costa Rica, to promote expanded US-Central American technical cooperation in the areas of disability prevention, special education and rehabilitation. In addition, there are extensive follow-up activities planned to lead to new projects in the region that address the needs of handicapped people in creative ways.

- o International Research, Information and Training Center, Michigan State University

This project encourages the awareness of and use by U.S. rehabilitation professionals of advances made in other countries on priority rehabilitation issues. This is accomplished through interlocking programs of research, training and information dissemination conducted in the project, but networked both nationally and internationally. Examples of successful international efforts made known by this project are: return to work programs for industrially injured workers in Australia and Canada, Youth Employment Services in Ireland and independent living programs in Denmark and the Netherlands.

- o "Aids and Appliances Review", Carroll Center for the Blind

This grant assists the preparation of a publication designed to provide a technical assessment of existing aids and appliances available nationally and internationally for the blind and visually handicapped. This project includes gathering information on devices, evaluating or seeking technical review of the devices, photographing them, other required research, writing, editing and printing of the "consumer reports" - like publication. Specifically, this grant was intended to build up an international component and mailing list for the publication and to include information about aids and appliances produced and made available abroad. Issues have focused on: Diabetic Control equipment for partially sighted individuals, labeling techniques and low vision aids.

ANCILLARY ACTIVITIES

NATIONAL COUNCIL ON THE HANDICAPPED

Legislative Authority

Established by Title IV of the Rehabilitation Act of 1973, as amended by the Rehabilitation, Comprehensive Services and Developmental Disabilities Amendments of 1978 (P.L. 95-602), the National Council is composed of fifteen members appointed by the President with the advice and consent of the Senate. Each member brings some special expertise to the Council. Collectively, members of the Council are representative of the diversity among handicapped, providers and administrators of services, universities, and the scientific community engaged in research relating to handicapping conditions. By law, at least five members of the Council must be handicapped persons or the parents of handicapped persons.

Background and Purpose

Created in response to a bipartisan demand for a coordinated approach to Federal programs, policies, and activities concerning disabled persons, the NCH already has established general policies with respect to the National Institute of Handicapped Research (NIHR). The NCH is also charged with providing advice to the Commissioner on policies and conduct of the Rehabilitation Services Administration (RSA), advising the Commissioner of RSA, the Director of NIHR and the Assistant Secretary on the development of programs carried out under the Rehabilitation Act. The Council recommends ways to improve research, to administer services, to collect and disseminate findings of research and to facilitate implementation of programs based on research findings. The Council's broadest responsibility is to "review and evaluate on a continuing basis all policies, programs, and activities concerning handicapped individuals and persons with developmental disabilities conducted or assisted by Federal departments and agencies...in order to assess (their) effectiveness in meeting the needs of handicapped individuals."

The Council must meet at least four times per year and must produce an Annual Report to the President, the Congress, and the Secretary.

The Council is housed administratively in the Office of Special Education and Rehabilitative Services (OSERS).

Progress to Date

The full Council held two meetings during Fiscal Year 1982 and three Committee meetings. The Committee meetings were for the purpose of conferring with and assisting the staff of the National Institute of Handicapped Research (NIHR) in developing funding priorities which were published in the Federal Register in May 1982.

The full Council meeting held in December 1981, considered the following topics: 504 Regulations (Civil Rights of Handicapped Individuals), forums on service delivery systems, data collection procedures of RSA, the National Institute of Health's research projects, P.L. 94-142, and the medical and social services components of the Social Security Act. In March 1982, the full Council convened to address the following: RSA's new policy system, proposed revisions of guidelines under Section 504 of the Rehabilitation Act, the proposed Departmental budget for 1983, the National Year of the Disabled Persons, the impact of changes in the SSDI and SSI, and finally a visit to the data bank NARIC at Catholic University.

On March 23, 1982, President Reagan announced his intention to nominate twelve new members to the NCH and the reappointment of one member. Also announced was his intention to designate Joseph Dusenbury to be Chairman. In August, the official Presidential nomination of the thirteen appointments went to the Senate for confirmation with one additional name, a total of fourteen names. October 1, 1982, the Senate confirmed thirteen names with the fourteenth name confirmed in December. The actions and progress of these newly appointed members will be reported in the NCH Annual Report of March 31, 1983.

OFFICE OF INFORMATION AND RESOURCES FOR THE HANDICAPPED (OIRH)

The Clearinghouse on the Handicapped responded to 2,771 telephone inquiries, wrote 1,285 letters, and distributed 11,509 publications. The Clearinghouse published the 1982 edition of the Directory of National Information Sources on Handicapping Conditions and Related Services and put the information into a computerized databank which is available to the public through Bibliographic Retrieval Services. It also published a Resource Guide on Employment of the Handicapped.

The Office of Information and Resources for the Handicapped also administers a training grant program that is designed to increase the number of skilled interpreters for deaf individuals. This activity was authorized in 1978 in the Rehabilitation Amendments and was begun in FY 1980. A total of \$900,000 was awarded this year.

PRESIDENT'S COMMITTEE ON MENTAL RETARDATION

The President's Committee on Mental Retardation (PCMR) consists of 21 civilian members, appointed by the President. The Committee has been an active organization since 1966. A major priority of PCMR is the prevention of mental retardation from bio-medical studies, and sociocultural studies, conferences, seminars, and production of publications in support of their prevention effort.

In addition, the Committee focuses on mental retardation systems simplification, legal rights, community services, abuse and neglect along with international cooperation with mental retardation groups around the world, in an exchange of information and advice.

Each year the Committee is required to submit to the President an annual report focusing on a particular mental retardation area. This year's report is "Mental Retardation 1982: Vocational and Employment Opportunities." The report is a historical documentation of community services with examples of programs in the U.S. that are working well to help mentally retarded citizens live as productive members of the community. An important aspect of the report is PCMR's recommendations for improving vocational and employment opportunities in the 80's with an emphasis on a reduced Federal role and increased State responsibility.

The Committee's objective of increasing community acceptance of mentally retarded persons has resulted in reducing the dependency on large institutions. The population in public institutions continues to decrease and more comprehensive forms of service have placed retarded people into group homes and jobs. The Committee conducted a national Conference on Vocational Training and Employment in March of 1982 and cosponsored with the Atlanta Association for Retarded Citizens a Prevention Showcase and Forum in Atlanta, Georgia in September of 1982.

INTERAGENCY LIAISON

Handicapped people have equal rights of access to all generic public services and benefits. Interagency agreements strive toward greater achievements of these rights to marshal similar benefits to augment limited rehabilitation dollars while at the same time benefiting consumers through more coordinated and comprehensive services.

Present Cooperative Agreements include: American Heart Association; United Cerebral Palsy Association, Inc.; Administration on Aging; Department of Labor, Job Corps; National Multiple Sclerosis Society; Veterans Administration; Department of Labor, Targeted Job Tax Credit Program; National Institute of Mental Health; Department of Education, Special Education, Vocational Education; and, the Department of Labor, Employment Service Administration.

TITLE V OF THE REHABILITATION ACT

Section 501
EMPLOYMENT OF HANDICAPPED INDIVIDUALS IN FEDERAL GOVERNMENT

Background

The Governmentwide Selective Placement Programs Division within the U.S. Office of Personnel Management (OPM) has responsibility for providing technical assistance to Federal agencies in overall management of their selective placement programs for handicapped applicants and employees, and for providing input into all aspects of OPM's general policy guidance to ensure that persons with disabilities are not affected adversely by changes in employment procedures or by new policies or regulations. This office also initiates legislation, as needed, to promote the placement, advancement, and retention of disabled employees or applicants.

OPM works closely with the Equal Employment Opportunity Commission (EEOC) to carry out, as appropriate, recommended changes in policies or procedures and to maintain effective coordination and positive working relationships on areas of mutual interest. In addition, OPM is a member of the Interagency Committee on Handicapped Employees and consults with consumer organizations, State and local governments, other OPM offices, and through the Interagency Advisory Group Subcommittee on Selective Placement (chaired by the Chief of the Selective Placement Programs Division) with other agencies.

Statistical Data

Statistical data on the employment characteristics of handicapped Federal employees in the Federal work force will be incorporated into OPM's biannual publication of Equal Employment Opportunity Statistics. This data was formerly published as a separate annual report entitled "Statistical Profile of Handicapped Federal Civilian Employees." The statistics are derived from a voluntary self-identification coding system developed by OPM in 1976, implemented in 1977, and they reflect Federal employment by handicap status, agency, grade, and occupational category.

OPM is also tracking the impact of agency reductions in force on disabled Federal employees to determine whether a disproportionate number of handicapped employees have been adversely affected.

Program Guidance

OPM published the Handbook of Job Analysis for Reasonable Accommodation in April 1982. This booklet outlines procedures for conducting job analysis and/or worksite modifications for disabled employees.

An additional publication was also issued in 1982. This booklet is entitled "Deaf Employees in White Collar Jobs" and provides basic information on the nature of deafness as well as guidance on various types of job accommodations and devices that can be used to assist deaf employees.

The Interagency Advisory Group issued a memo to Personnel Directors that describes special problems encountered by handicapped employees in a RIF situation and asks for their attention to the issues involved so as to minimize the impact on such employees.

Training and Upward Mobility

Together with the Department of Navy, Public Health Service, Equal Employment Opportunity Commission, and the President's Committee on Employment of the Handicapped, the Office of Personnel Management cosponsored a 2-1/2 day conference on October 26-28, 1982, entitled "A National Symposium - Perspectives on Employment of Handicapped Individuals." This conference held at Gallaudet College in Washington, D.C. was designed to be the first annual nationwide conference for Federal managers and supervisors on creatively resolving employment problems faced by disabled Federal job seekers and employees.

Retention

OPM, with the cooperation of the National Institute of Handicapped Research and a host agency (the Social Security Administration), is currently making final preparations to begin a 2-year demonstration project entitled "Alternatives to Disability Retirement." The purpose of this project is to design, implement, and evaluate a personnel management system which will assist agencies to reduce the incidence of unacceptable employee work performance due to physical or mental impairment. The goal of the demonstration is to increase employee productivity, and reduce the number of trained employees who are lost due to disability retirement or untimely resignation through early detection of emerging impairments and successful remedial intervention.

Interagency Advisory Group (IAG) Subcommittee on Selective Placement

The IAG Subcommittee on Selective Placement has established a task force on Federal Handicapped Employees Advisory Committees. The purpose of the task force is to study the organizational structures, activities, and effectiveness of those committees that have been established at Federal agencies.

Disabled Veterans

On June 4, 1982, the Federal Register published OPM's proposed regulations on the affirmative action program for disabled veterans. For FY 1983, each agency must implement an annual plan for the recruitment, hiring, placement, and job advancement of disabled veterans. The Disabled Veterans Affirmative Action Program (DVAAP) will concentrate on ways to improve on previous accomplishments and eliminate deficiencies in hiring, placing, and advancing disabled veterans. The program is characterized by minimum OPM requirements and maximum agency flexibility. Agencies are required to submit accomplishment reports to OPM annually. Agencies performance will be assessed through employment data obtained through the Central Personnel Data File. OPM will monitor, evaluate, and report on how this program is working in future reports.

Conclusion

Federal employment opportunities for handicapped individuals are currently in a state of flux due to budget and personnel ceiling limitations or cut backs. Current Federal agency affirmative action program emphasis is to minimize the impact of these restraints on disabled applicants and employees and to continue steady progress towards enhancement of employment opportunities for handicapped individuals.

Section 501

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION (EEOC) AND
INTERAGENCY COMMITTEE ON EMPLOYMENT ON HANDICAPPED EMPLOYEES

The Equal Employment Opportunity Commission (EEOC) has responsibility for enforcing nondiscrimination and affirmative action provisions of laws and regulations concerning Federal employment of handicapped individuals. Specifically, EEOC:

- o reviews and approves agency affirmative action program plans for hiring, placement, and advancement of handicapped individuals;

- o processes appeals of agency decision in regard to complaints of discrimination on the basis of handicap;
- o issues rules, regulations, orders, and instructions to enforce equal employment opportunity for handicapped individuals;
- o requests information from agencies as necessary; and
- o cochairs the Interagency Committee on Handicapped Employees and provides staff and space for the Secretariat of the Committee.

In addition, Executive Order 12067, dated June 30, 1978, provides that EEOC is to coordinate Federal equal employment opportunity programs, including those for handicapped individuals. EEOC leads and coordinates the efforts of Federal agencies to enforce all Federal statutes, executive orders, regulations, and policies that require equal employment opportunity without regard to race, color, religion, sex, national origin, handicap, or age.

The Handicapped Individuals Programs Division in the Office of Government Employment, EEOC, provides leadership and guidance for EEOC enforcement of Section 501 of the Rehabilitation Act of 1973, as amended, and Section 403 of the Vietnam Era Veterans Readjustment Assistance Act of 1974. The Division develops and recommends policy concerning equal employment opportunity for handicapped individuals in Federal employment, provides instructions for Federal agencies' affirmative action programs and assists them in complying with their legal obligations under the Act. It also provides support to the Interagency Committee on Handicapped Employees, disseminates reports and educational materials, and prepares the annual report to Congress as required by law.

Program Direction - When responsibility for affirmative action for handicapped individuals in Federal employment was transferred to EEOC in 1979, FY 1980-FY 1981 was declared a transition period during which Federal agencies were to redirect their efforts to achieve measurable results in a limited number of clearly defined areas. EEOC's instructions to agencies emphasized development of results-oriented plans and were intended to produce objective agency-generated means of measuring progress.

A major planning element that was introduced during the transition period is emphasis in affirmative action programs on handicapped individuals with targeted disabilities. These disabilities (and applicable codes on Standard Form 256) are as follows: deafness (16 and 17), blindness (23 and 25), missing extremities (28 and 32-38), partial paralysis (64-68), complete paralysis (71-78), convulsive disorders (82), mental retardation (90), mental illness (91), and distortion of limbs and/or spine (92).

The basic principles that evolved during the transition period were refined and applied with more specificity in each successive set of instructions. Relevant management directives are EEO-MD-703 (December 6, 1979), EEO-MD-706 (July 1, 1980), EEO-MD-708 (February 24, 1981), EEO-MD-709 (October 6, 1981), and EEO-MD-711 (November 2, 1982).

EEO-MD-711, the instructions for FY 1983 program plan updates and accomplishment reports, had two substantive changes from previous management directives. Because of budget cuts and reductions-in-force, many agencies had minimal opportunities for affirmative action in hiring. Agencies were instructed to assure that persons with targeted disabilities were promoted and trained in equitable numbers and equitably represented in upward mobility, student cooperative education, apprenticeship, executive and management development, and other similar programs.

Optional reporting forms were developed and provided to agencies so that they could quantify actions taken to improve internal employment opportunities for persons with targeted disabilities.

The second substantive change was amendment of the definition of a small agency. Previously a small agency was defined as one with 100 or fewer employees; it is now defined as one with 500 or fewer employees.

FY 1983 Affirmative Action Program Plans - In response to instructions for submission of FY 1983 program plans, 87 agencies submitted complete plans; one submitted an incomplete plan; and 10 submitted no plan.

Analysis of FY 1982 Accomplishment Reports - During the period October 1, 1981, through September 30, 1982, the accomplishments of 71 agencies were satisfactory, and the accomplishments of 19 agencies were unsatisfactory. Ten agencies submitted no report.

Combined work force data from these agencies are presented in Table 1. The number of handicapped individuals--that is, the combined total for persons with targeted disabilities and persons with other handicaps--decreased during the reporting period. Analysis of data and data collection procedures indicate that the decrease noted may be a statistical phenomenon rather than the result of decreased agency efforts to employ handicapped persons with disabilities other than those that are targeted.

A governmentwide disability survey was conducted in 1977. Since then, there has been more emphasis on identifying the disabilities of new employees than on identifying the disabilities persons acquire after they are employed. No specific steps have been taken to document disabilities such as heart disease, arthritis, cancer, diabetes, kidney dysfunction, and respiratory disorders, all of which commonly affect older persons. These disabilities accounted for 65.5 percent of the handicapped work force in 1977, and many individuals who did not consider themselves handicapped at that time may have developed these disabilities since that time. As persons who indicated that they had these disabilities at the time of the survey leave government employment, the totals decrease because numbers and current employees who develop these disabilities are not being identified. The only way to verify this thesis would be to resurvey the entire Federal work force periodically. Because of fiscal constraints, such a costly undertaking is unlikely.

Table 1 shows an increase in employment of individuals with targeted disabilities. The data show a decrease of 0.78 percent in the size of the total work force as compared to an increase of 1.27 percent in the number of employees with targeted disabilities. Representation of individuals with targeted disabilities increased from 0.83 percent to 0.84 percent. This is a 1.20 percent increase in representation. The rate of accessions of individuals with targeted disabilities was 9.82 percent during FY 1982, while the rate of losses was 0.65 percent.

It is the lower rate of loss of individuals with targeted disabilities that accounts for the overall increase in percent representation for this group. The hiring rate was slightly higher than during the last half of FY 1981 (0.79 percent) but considerably lower than the rate for the preceding 18 months (2.28 percent) in FY 1980-81. Also, the rate of accessions was not sufficiently high to have resulted in an increase in representation were it not for the disproportionately low loss rate.

Many agencies explained that their low accession rate was due to very restricted hiring during the year. Not only were there fewer accessions, in addition a large percentage of these accessions were individuals who had previously been RIFed, were transfers from other agencies, or were in some other unique category that gave the hiring agency little control over the selection process.

Table 1. Employment of Handicapped Individuals with Targeted Disabilities

Time Period	Total Work Force	Handicapped Individuals	Per Cent	Persons With Targeted Disabilities	Per Cent
10/1/81	2,514,742	129,949	5.17	20,816	0.83
9/30/82	2,495,099	126,285	5.06	21,080	0.84
Accessions	339,822			2,731	0.82
10/1/81 -					
9/30/82					
Losses	365,051			2,324	0.65
10/1/81 -					
9/30/82					

Onsite Program Reviews - EEOC conducted 190 onsite reviews of affirmative action programs for handicapped individuals at Federal agency field installations.

The onsite reviews focus on four primary program areas: program management, special recruitment, data collection, and facility accessibility. Results of the reviews are summarized by area in the paragraphs that follow.

Program Management - Most agency installations reviewed had designated a handicapped program manager. However, interviews with these managers indicated that 43 percent had not been given adequate training or lacked adequate job experience; 44 percent felt they were allotted insufficient time to manage the program; 34 percent were not equal in grade to managers of other special emphasis programs; 66 percent did not have program management responsibilities in their position descriptions. EEOC has urged

all agency installations to designate qualified, trained persons at the local level to serve as handicapped program managers. EEOC has also indicated that these persons should be given the time and authority to execute a viable local program and that their responsibilities should be specified in their position descriptions.

Data Collection - Twenty-nine percent of installations reviewed failed to have all new employees complete a Standard Form 256, or equivalent form, for identifying disabling conditions. Nearly 50 percent of the installations reviewed reported that new employees frequently fail to code themselves accurately on Standard Form 256 or an equivalent form. EEOC has recommended that personnel specialists communicate the purpose and importance of Standard Form 256, or an equivalent, to all installation employees in order that more meaningful data on employment of handicapped individuals may be obtained by local handicapped program managers.

Facility Accessibility - Many of the installations reviewed are relatively old and therefore are comprised of buildings that are substantially inaccessible to mobility impaired individuals. Less than half of the reviewed facilities were sufficiently accessible, and many installations still have not designated parking areas for handicapped individuals. However, the majority of installations were making efforts to remove existing architectural barriers or were reviewing facilities for eventual barrier removal. EEOC has recommended that agency headquarters give high priority to helping installations identify barriers and establish a schedule for barrier removal.

Data and experience indicate that onsite review of installation programs is the most effective method that has been devised to date to ensure development of appropriate affirmative action programs for handicapped individuals. These reviews have obvious impact on the installations visited. In addition, because of communication from agency headquarters to all field installations regarding the results of reviews conducted, installations not yet visited have begun making critical changes in their programs. Cooperation from agency headquarters has been excellent for the most part.

Interagency Committee on Handicapped Employees - The Interagency Committee on Handicapped Employees (ICHE) was established by Section 501(a) of the Rehabilitation Act of 1973 (Public Law 93-112). The purpose of the Committee is to provide a focus for Federal and other employment of handicapped individuals and to review, in cooperation with EEOC, the adequacy of hiring, placement, and advancement practices with respect to handicapped

individuals in the Federal service. ICHE goals are to increase employment of handicapped individuals and to ensure an equitable, suitable, and functional work environment in the Federal service. The Committee makes recommendations for policy, procedural, regulatory, and legislative changes that will improve employment opportunities for qualified persons with disabilities.

The ICHE is cochaired by Clarence Thomas, Chairman, Equal Employment Opportunity Commission, and George A. Conn, Acting Assistant Secretary for Special Education and Rehabilitative Services, Department of Education. Other members are Lawrence J. Korb, Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics), Department of Defense; Robert B. Collyer, Deputy Under Secretary for Employment Standards, Department of Labor; Loretta Cornelius, Deputy Director, Office of Personnel Management; Everett Alvarez, Jr., Deputy Administrator, Veterans Administration; Ray Kline, Deputy Administrator, General Services Administration; and Stephen A. Sharp, Commissioner, Federal Communications Commission. All but four of the members -- Collyer, Cornelius, Kline, and Korb--were appointed to the ICHE after September 30, 1982.

To date, the ICHE has issued 11 reports and adopted 113 recommendations. The reports relate to: definition and interpretation of the term "handicapped individual" (1975); evaluation of agency affirmative action program plans and achievements in employment of handicapped individuals including disabled veterans (1975); removal of attitudinal, communication, and procedural barriers (1975); establishment of a system for collecting data on handicapped Federal employees (1975); establishment of a public affairs program (1976); development of improved training opportunities for handicapped Federal employees (1976); study of issues affecting employment of disabled veterans (1977); establishment of modified affirmative action requirements for small agencies (1978); establishment of priorities for future ICHE attention (1978); Federal employment of mentally restored individuals (1979); and employment of handicapped individuals in times of economic restraint (1982).

Since OPM administers the Federal personnel system and provides technical assistance for agency affirmative action programs, most ICHE recommendations have been forwarded to OPM for action. The Committee also has made recommendations to other agencies. Of the 113 recommendations that have been adopted by the ICHE, 85 have been implemented, and 17 are either under study, partially implemented, or in the process of implementation. Only 11 of the recommendations have been rejected, with evidence that their intent is being accomplished in other ways.

Two ICHE work groups were established in 1982: a work group on criteria for evaluation of affirmative action programs for handicapped individuals and a work group on out-placement of handicapped Federal employees. These groups are developing reports and recommendations for consideration by the ICH.

Section 502

ARCHITECTURAL AND TRANSPORTATION BARRIERS COMPLIANCE BOARD

Federal accessibility regulations are based on the Architectural Barriers Act of 1968 (P.L. 90-480), an act "to ensure that certain buildings financed with federal funds are so designed and constructed as to be accessible to the physically handicapped."

Section 502 of the 1973 Rehabilitation Act (P.L. 93-112) established the Architectural and Transportation Barriers Compliance Board (ATBCB) to enforce standards issued under the 1968 Act by the four federal standard-setting agencies. The 1974 amendments to the Rehabilitation Act (P.L. 93-516) require the Board to report its activities annually to Congress and the 1978 Amendments (P.L. 95-602) authorized the Board to establish minimum guidelines and requirements for standards to be issued under the Act.

The members of the ATBCB are cabinet-level officials or their Executive IV or higher designees from eleven federal agencies and eleven individuals appointed by the President as public members. At least five public members must be disabled persons. Federal agencies include the Departments of Education, Defense, Health and Human Services, Housing and Urban Development, Interior, Labor, Justice, Transportation, General Services Administration, Veterans Administration and the U.S. Postal Service.

The Board's principal activity during most of FY 1982 was reviewing and revising its minimum guidelines and requirements for federal accessibility standards. Several Board meetings were devoted to this rule-making function and notices were published in the Federal Register that generated a significant number of responses from the public. The Board approved a revised regulation on May 4, 1982, and it was published as a final rule on August 4, 1982.

The guidelines, mandated by section 502(b) (7) of the Rehabilitation Act, as amended in 1978, serve as a basis for standards to be issued under the Architectural Barriers Act by the standard-setting agencies named in the act: Department of Defense (DOD), Housing and Urban Development (HUD), General Services Administration (GSA), and U.S. Postal Service (USPS).

Existing access standards issued by DOD, GSA, HHS, and USPS will need to be revised to be consistent with the guidelines and requirements. Until such time as these revisions occur, their existing standards will remain in effect. The four standard-setting agencies, under GSA's leadership, have established a task force to explore development of a Uniform Federal Accessibility Standard. This effort was endorsed by the director of the Office of Management and Budget. It is anticipated that the uniform standard, when developed, will be adopted by the four agencies as their revised standard under the Architectural Barriers Act.

The Board's funding in FY 1982 was \$1.9 million, the first direct appropriation to the Board. Approximately \$838,951 was used for salaries, \$108,489 for public information and education, \$466,297 for contracts and research, and \$247,855 for such administrative costs as travel, equipment, rent and supplies. The balance of the funds, \$238,408, was returned to the Treasury.

The Board received 119 complaints in 1982, bringing to 816 the number of complaints the Board has processed since beginning operations in March 1975. The complaints came from 43 states, the District of Columbia and Puerto Rico. They included a wide range of accessibility problems, such as inaccessible entrances, lack of ramps and curb cuts, no parking for handicapped persons, and lack of tactile identification for persons with visual impairments and devices for persons with hearing disabilities. Enforcement activities declined in FY 1982 because the Board's legal staff was deployed to work on revising the minimum guidelines, a process that required numerous rule-making activities and special Board meetings. The major litigation activity involved the accessibility of courtrooms constructed in Atlanta and others under construction in San Jose, California, and Springfield, Massachusetts.

The Board continued to be concerned about its 1978 mandate from Congress to explore ways to remove communication barriers to handicapped persons. A standing committee was established to focus on the issue and that committee has been called on to gather information to identify research areas involving communication barriers and to establish priorities in those areas. At the end of FY 1982, two initiatives were under way involving telecommunication devices for the deaf and signage projects.

Section 503

EMPLOYMENT OF HANDICAPPED INDIVIDUALS UNDER FEDERAL CONTRACTS

The Rehabilitation Act of 1973, as amended, requires that any contract in excess of \$2,500 entered into by any Federal department or agency for the procurement of personal property and non-personal services (including construction) for the United States shall contain a provision requiring affirmative action by the contractor to employ and advance in employment qualified handicapped individuals.

Since the early 1960s, Government contractors have been required to take affirmative action with respect to minorities. In 1968, contractors were required to do the same for women. Affirmative action requirements under the Rehabilitation Act of 1973 were established for employment of the handicapped. Executive Order 11758, issued January 15, 1974, delegated responsibility to the Secretary of Labor for implementation of Section 503. This was subsequently delegated to the Director of the Office of Federal Contract Compliance Programs (OFCCP).

A universe of some 300,000 contractors comprised of well over 30,000 prime and roughly 250,000 or more subcontractors provide the United States Government with supplies, services, use of property, and construction work, totaling over \$81 billion each year. Federal contractors and subcontractors include almost all major businesses and corporations in the country, as well as many small firms. Together, they employ more than 31 million persons. Enforcement is carried out by OFCCP as part of the United States Department of Labor, Employment Standards Administration.

Equal Employment Opportunity and affirmative action requirements of contract compliance cover all aspects of employment including recruitment, hiring, training, pay, seniority, promotion, and fringe benefits.

Complaints of Discrimination

Individuals who are protected by the contract compliance programs may file complaints if they believe they have been discriminated against by Federal contractors or subcontractors. Complaints may also be filed by organizations or other individuals on behalf of the person or persons affected. A contractor's failure to make reasonable accommodation to the disability of a qualified handicapped employee can be the basis for administrative sanctions and the possible loss of contracts.

During Fiscal Year 1982, almost 1,450 complaints of discrimination were received from handicapped individuals. In this same period, some 1,845 cases were investigated, conciliated, and closed. During the year, the resolution of complaints with backpay as a remedy affected a total of 134 individuals and \$613,773.

Compliance Reviews

During Fiscal Year 1982, OFCCP conducted 2,135 service and supply compliance reviews covering approximately 2.3 million workers in facilities throughout the country.

OFCCP Equal Opportunity Specialists in field offices continue to monitor contractors compliance with 29 USC 793 as part of their regular contractor compliance review process. When a compliance review turns up problems which cannot be easily resolved, OFCCP attempts to reach a conciliation agreement with the employer. The conciliation agreement is OFCCP's preferred route. It means that the contractor may continue doing Government business and the employees are guaranteed protection of their rights. When conciliation efforts fail, OFCCP must turn to its enforcement process. Federal rules and regulations set forth administrative procedures to be followed when enforcement actions are necessary.

Goals and Objectives for Fiscal Year 1983

In addition to continuing strong enforcement, there are continuing objectives designed to make 29 USC 793 even more viable as a vehicle for the employment of handicapped individuals. They include:

1. Revision and updating of the regulations and procedures governing Section 503 compliance to enhance their effectiveness.
2. Concentrating staff efforts on scheduled contractors to enhance employment opportunities for the handicapped.
3. Emphasizing resolution of complaints while performing compliance reviews.
4. Continued efforts to eliminate systemic discrimination against the handicapped workers.
5. Strengthening the enforcement of affirmative action programs for the handicapped workers.

Conclusion

A large share of OFCCP's resources have been apportioned to the enforcement of Section 503. In Fiscal Year 1981, a total of 1,502 complaints were resolved compared to 1,845 in Fiscal Year 1982. Ending complaints case inventory was reduced from 2,733 in Fiscal Year 1981 to 1,506 in Fiscal Year 1982.

OFCCP has developed and delivered a wide range of training courses directed toward improving professionalism and eliminating unnecessary confrontation. This training included a course in investigative skills and a series of handicapped awareness programs.

Three major program initiatives have been launched. The office has encouraged and developed liaison groups consisting of representatives from business, special interest, and other organizations. Emphasis on the linkage program has resulted in closer working relationship with contractors, labor unions, training schools, and referral organizations. OFCCP is also encouraging voluntary compliance.

Section 504

NON-DISCRIMINATION UNDER FEDERAL GRANTS AND PROGRAMS OFFICE FOR CIVIL RIGHTS (HHS)

Legislative Authority

Section 504 of the Rehabilitation Act of 1973 prohibits discrimination against qualified handicapped persons in programs and activities receiving Federal financial assistance. The Office for Civil Rights (OCR) enforces Section 504 in regard to programs and activities receiving funds from the Department of Health and Human Services (HHS). OCR enforces Section 504 by investigating complaints of discrimination, reviewing the practices of health care and social service providers, and extending technical assistance to recipients and handicapped persons to encourage voluntary compliance. In addition, OCR works with various program agencies within the Department to integrate Section 504 nondiscrimination requirements into program audits and program administration.

Discrimination Complaints

Based on preliminary analysis of regional reports, OCR received 469 individual complaints alleging discrimination under Section 504 during FY 1982. This compares with 937 complaints received in FY 1980 and 706 in FY 1981.

During FY 1982, OCR completed action on 537 discrimination complaints that raised Section 504 issues. The most important issues raised in the complaints covered the general categories of accessibility (through auxiliary aids and interpreters) and selective admission or denial of services.

Compliance Reviews

During FY 1982, OCR initiated 121 compliance reviews of hospitals and state health or human services agencies that involved Section 504 issues. An additional 66 reviews were carried over from prior years. During FY 1982, OCR completed 72 compliance reviews covering Section 504 issues.

The issues most commonly addressed in the FY 1982 compliance reviews were: 1) accessibility/availability of services; and 2) procedural violations.

Activities of the Department's Operating Divisions and Staff Divisions

OCR and the Office of Human Development Services conducted 18 nationwide Children's Bureau/Administration for Children, Youth and Families program assessments which were initiated in FY 1981. A Memorandum of Understanding was developed within OCR and OHDS regional program staff to provide technical assistance on Section 504 to OHDS staff and recipients who participated in the program assessment. OCR worked with the Social Security Administration, Public Health Service, Office of Human Development Service, and the Health Care Finance Administration to develop new Section 504 strategies to assist their respective recipients to understand and voluntarily comply with Section 504 as it relates to block grants.

Materials Development and Dissemination

Section 504 and Title VI regulations were made available on tone-indexed tape for the legally blind population. Large print editions of these regulations were also distributed. A Braille edition of the Title VI regulations was produced. Spanish translations of Section 504 materials were begun. A video-tape, "A New Day," dealing with reasonable accommodation through the use of technical apparatus, was purchased and captioned for the deaf before distribution to the regional outreach units. Copies of two other video tapes, "Reasonable Accommodation -- The Employment Story," and "Disability Is Not the Question, Opportunity Is," and the tone-indexed tapes of Section 504 and Title VI regulations were made available to the general public at no charge, if blank cassette tapes were submitted with return postage. Copies of these tapes, as well as a copy of "A New Day", were supplied to the regional outreach units.

In FY 1982, 150,000 Section 504 technical assistance documents were distributed to recipients, beneficiaries, elected officials, other Federal agencies, professional organizations, and interested individuals.

External Technical Assistance

During FY 82, OCR's regional outreach staffs provided assistance to approximately 6000 HHS beneficiaries and recipients to help them voluntarily comply with Section 504 and other civil rights regulations. The regional outreach staff made presentations on civil rights requirements to organizations of elected officials, recipients, beneficiaries, and other Federal agencies. They organized networks of knowledgeable people to assist in providing technical assistance, established resource libraries to assist recipients in achieving voluntary compliance, and distributed approximately 150,000 documents. Over 200 site visits were conducted during which technical assistance to recipients on specific compliance problems was provided.

Several special Section 504 projects were undertaken by the Regional Technical Assistance Staffs in three regions. These include:

- o Regional Technical Assistance Staffs worked with local disability beneficiary organizations in Region VI concerning their efforts to assist health care providers to voluntarily comply with Section 504. The beneficiary organizations assisted recipients in completing self-evaluations and transition plans, conducting client path analysis surveys and providing in-service training to the staffs of recipient facilities.
- o OCR and the Administration on Developmental Disabilities, OHDS continued a joint project initiated in FY 81 to increase the ability of seven State Protection and Advocacy (P&A) systems to improve their services to disabled minority individuals and to develop and document effective and innovative minority outreach strategies to be duplicated in other States throughout the country.
- o In conjunction with SSA, OCR administered a project which provided training for approximately 6500 State, county and local welfare agency staff to implement the provisions of Section 504. This project trained recipients of the Office of Family Assistance (AFDC)

representing each of Social Security Administration's fifty-four jurisdictions on how to conduct Section 504 courses for administrative personnel, management, and program staff and provided follow-up support to ensure that the trainees train additional persons.

Hospital Civil Rights Survey

OCR conducted a survey of over 6000 short-term, general and other special hospitals in 1981. The purpose was to provide OCR with information needed to permit assessment of the compliance status of individual hospitals. Included in the survey was a section on Section 504 designed to help measure the extent to which the facilities are complying with the regulatory provisions. The Section 504 data has been analyzed and OCR now has information on hospitals that is being used to target facilities for review.

Section 504

NON-DISCRIMINATION UNDER FEDERAL GRANTS AND PROGRAMS OFFICE FOR CIVIL RIGHTS (ED)

I. Legislative Authority

The Office of Civil Rights (OCR) enforces several laws which prohibit discrimination in programs and activities receiving Federal financial assistance. This includes enforcement of Section 504 of the Rehabilitation Act of 1973, which prohibits discrimination against persons with physical or mental handicaps in federally assisted programs and activities.

OCR protects the civil rights of 4 million handicapped persons who attend public schools or postsecondary institutions.

OCR also provides technical assistance to encourage voluntary compliance and to increase understanding of Section 504 among school districts, the higher education community, State rehabilitation centers, and other recipients of Federal education funds, as well as among students and other beneficiaries of the Department's programs. In addition, OCR works with various program agencies within the Department to enhance cooperation and coordination.

II. Processing Complaints of Discrimination

OCR's primary enforcement activities are the investigation and resolution of complaints alleging discrimination.

OCR is mandated by a 1977 U.S. District Court consent order issued in Adams v. Bell to adhere to specific time frames for processing Section 504 complaints and Section 504 compliance reviews.

During FY 1982, OCR received 836 complaints alleging discrimination on the basis of handicap. Of these complaints, 71 percent involved elementary and secondary institutions, and 29 percent involved postsecondary education/vocational rehabilitation institutions and other education related institutions. OCR was able to resolve 1,030 complaints in FY 1982 (this includes the resolution of complaints received during FY 1982 as well as those pending from previous year).

III. Compliance Reviews

Section 504 compliance reviews differ from complaint investigations in that OCR has some discretion in selecting the issues and institutions for review. In selecting issues warranting review, OCR relies on research, survey data, and other available information which allows for targeting resources on compliance problems that appear to be serious or national in scope.

During FY 1982, OCR initiated 51 Section 504 compliance reviews. Approximately 75 percent of the reviews were of elementary and secondary schools where unserved special education was the most frequent issue. Twenty-five percent of the reviews were of postsecondary education institutions where the primary issue was program accessibility. As in complaint investigations, OCR was able to achieve voluntary compliance in almost all instances where violations were determined.

IV. Technical Assistance

Technical assistance complements compliance activities and extends the range of OCR's effect beyond those recipients who are covered directly by a complaint investigation or compliance review. By encouraging voluntary compliance, the technical assistance program produces long-term benefits to institutions, beneficiaries, and the Federal Government by preventing discriminatory practices and thereby reducing the need for costly and time-consuming investigations.

1. Regional Technical Assistance

During FY 1982, OCR's Regional Technical Assistance Staff (RTAS) units responded to 12,959 requests for technical assistance. Virtually all of these requests were related to Section 504. Most of these requests came from school districts and postsecondary institutions and from State and local educational agencies.

2. Technical Assistance Contract Development

Technical assistance contracts, funded with FY 1981 resources, provided assistance services related to Section 504 during FY 1982.

A contract for Section 504 technical assistance provided workshops for mayors and county officials, and training for 120 State Education Agency (SEA) officials to assist them to administer Section II B (oversight responsibilities) of OCR's Vocational Education Guidelines. A technical assistance manual was developed to assist SEAs compliance with the Guidelines.

Contracts additionally provided: (a) information to disabled citizens, apprising them of their rights and responsibilities to assist recipients to achieve voluntary compliance; (b) training for 3,000 disabled persons, parents of disabled students, and representatives of disabled persons; (c) publicity to explain special problems facing handicapped children; and (d) specialized technical information and assistance resources to federally funded recipients.

V. Fall 1982 Elementary and Secondary School Civil Rights Survey

The purpose of the survey is to assist OCR in obtaining information which may warrant review of the compliance status of school systems and individual schools under nondiscrimination provisions of Title VI of the Civil Rights Act of 1964 (race/ethnicity), Title IX of the Education Amendments of 1972 (sex), and Section 504. The Section 504 issues addressed by this survey include:

- o unserved in special education and referred but not yet evaluated for special education.

- o numbers of handicapped students receiving corporal punishment or suspensions; and
- o pupils participating in special education programs by race/ethnicity and full-time vs part-time.

More than 3,000 school districts were selected to participate in the 1982 survey, which is the last third of the 1978-1980-1982 rolling sample covering all districts with enrollments over 300 (now 1,500).

VI. Management Initiatives

1. A 1981 management review of OCR indicated that OCR had duplicative systems in different parts of the agency for developing management information. Furthermore, the review revealed that much of the data collected through these systems were not being used by OCR.

To correct these inefficiencies, OCR in 1982 initiated a number of changes to current management programs including:

- o concentration of all management information functions into one organizational unit;
- o implementation of an integrated management information system to meet OCR-wide management needs and avoid duplication;
- o redesign of surveys to monitor compliance with civil rights laws by school districts in order to reduce reporting burdens; and
- o automation of the compliance review portion of the case tracking system.

2. During 1982, OCR also:
 - o revised the Management by Objectives (MBO) system at OCR headquarters and in the OCR regions to implement the President's, Secretary's and Assistant Secretary's program goals; and
 - o initiated new and advanced training programs for regional investigations to enable them to more effectively deal with employment discrimination complaints and other types of complaints.

Section 504
COORDINATION AND REVIEW SECTION
CIVIL RIGHTS DIVISION (DOJ)

Introduction

The Coordination and Review Section (CRS) of the Civil Rights Division (CRD) in the Department of Justice (DOJ) is responsible for the implementation of Executive Order 12250 "Leadership and Coordintion of Nondiscrimination Laws." This Executive Order charges the Attorney General with ensuring that regulations promulgated by Federal agencies comply with Section 504 and certain other Federal civil rights statutes.

The major activities of the CRS during Fiscal Year 1982 can be divided in four areas:

- o Regulation Development and Review
- o Policy Initiatives
- o Agency Liaison
- o Litigation Support

Regulation Development and Review

1. Coordination Regulations

Executive Order 12250, 3 C.F.R. 298 (1981) reprinted in 42 U.S.C. 2000d-1 note, at 588 (Supp. IV 1980), continued in effect the guidelines for enforcement of Section 504 issued by the Department of Health, Education, and Welfare (HEW) in 1978, 43 Fed. Reg. 2132 (1978). The Attorney General redesignated these guidelines as his own, 46 Fed. Reg. 40, 686 (1981), and recodified them at 28 C.F.R. Part 41 (1981).

During FY 1982, CRS prepared draft revisions of the former HEW guidelines in the form of "coordination regulations" for both federally assisted and federally conducted programs under Section 504. CRS distributed a draft coordination regulation for federally assisted programs for comment to those agencies that disburse Federal financial assistance on January 29, 1982. It received written comments from 33 agencies. In addition, unofficially circulated drafts of the DOJ proposals and comments on alternative drafts by the Office of Management and Budget (OMB) precipitated well over a thousand letters and comments from citizens and intense congressional interest. In response to congressional

inquiries, the Congressional Research Service prepared a comparative analysis of the OMB and DOJ drafts of the regulation; and Civil Rights Division staff conducted a briefing of congressional staff on the proposed changes. The CRS staff reviewed all the comments received and prepared a revised draft of the regulation. This revised draft was sent to OMB on August 31, 1982, for formal review under Executive Order 12291. The coordination regulation is expected to be published for comment in Fiscal Year 1983.

In 1978, Congress amended Section 504 to extend its coverage to include programs and activities conducted by Executive agencies and the U.S. Postal Service. Consequently, during FY 1982, CRS also prepared a draft coordination regulation for the implementation and enforcement of Section 504 in federally conducted programs. On March 26, 1982, the Civil Rights Division sent a draft proposed rule to 96 Executive agencies for review and comment. Approximately 40 of those agencies submitted written comments. After analyzing these comments, CRS staff began preparation of a revised draft.

2. Review of Agency Regulations

The Department reviewed and approved eight agency section 504 regulations for publication in the Federal Register during FY 1982. A court order entered in Paralyzed Veterans of America v. Smith, No. 79-1979 (C.C. Cal., June 19, 1981) (order granting preliminary injunction), required nine agencies that provide Federal financial assistance to issue regulations "on an expedited basis" for the implementation of Section 504 as it applies to federally assisted programs. Eight agencies have complied with the order and published final regulations this fiscal year. They include: the Departments of Defense, Commerce, Interior, and Agriculture; the General Services Administration; the Civil Aeronautics Board; the National Endowment for the Humanities and, the; National Science Foundation. Of the nine agencies under order in PVA, only the Department of Housing and Urban Development has yet to publish a final Section 504 regulation.

Policy Initiatives

During FY 1982, CRS continued to consider issues posed by the 1978 amendment to Section 504 including: (1) what agencies are covered by the 1978 amendment; (2) whether the amendment requires agencies to provide interpreters for deaf persons in order to ensure "effective communication"; and (3) whether and to what extent Federal licensing activities are covered by the

amendment. Other Section 504 issues considered include how to remedy inconsistencies in architectural accessibility standards; to what extent Section 504 covers employment; to what extent an agency is authorized to delegate its enforcement responsibilities to other agencies; and whether withholding medical services from handicapped infants violates Section 504 and, if so, what remedies are available to prevent the discriminatory withholding of life-saving treatment. The CRS staff also continued to review the meaning of "emotional" or "psychological" handicap and to review accessibility requirements for mass transportation systems.

Agency Liaison

CRS staff have established an ongoing network to communicate policies, provide technical assistance, and monitor the activities of covered Federal agencies. This network makes possible the continuing review of agency civil rights program operations in order to identify technical assistance needs and assess compliance with existing DOJ standards and policies. Beginning in fiscal year 1982, expanded CRS fieldwork and on-site presence in the agencies was stressed. Specific review and on-site agenda material were developed to aid in gaining further substantive knowledge of the operation of programs and activities covered by Section 504.

In its coordination and clearinghouse role, CRS received, referred, and followed up on a variety of complaints on Section 504 matters. Acting frequently involved determining appropriate agency jurisdiction and coordinating referrals and subsequent action when more than one agency had jurisdiction.

On September 1, 1982, CRS notified covered agencies of updated requirements for approved base year agency implementation plans. Through annual updates of agency implementation plans, CRS receives and assesses feedback on an agency's programs from year to year and reviews the agency's productivity in comparison with other agencies. In FY 1982, CRS staff recommended and the Assistant Attorney General approved 24 agency implementation plans. CRS assisted in agency plan development, improved problem identification, the establishment of priorities responsive to identified problems, and the reallocation of resources necessary to carry out priorities and planned activities. CRS assistance also aided in the establishment of basic goals and rudimentary programs in several agencies with small or newer civil rights programs where activities were extremely limited.

Litigation Support

CRS has provided litigation support to the Office of the Solicitor General and the Civil Division in various lawsuits brought under Section 504. CRS involvement in these cases has included preparation of testimony, affidavits, and court-requested status reports; and assistance in developing argument and drafting briefs.

In Williams v. United States, No. 80-5368 (C.D. Cal. filed Dec. 3, 1980), plaintiffs brought suit to enjoin 43 Federal agencies to promulgate regulations under the 1978 Amendment to Section 504. Plaintiffs moved for a preliminary injunction requiring the Attorney General to publish a coordination regulation for federally conducted programs. The Court denied the motion at a March 1982 status conference and scheduled another conference for October 1982.

In Gottfried v. Federal Communications Commission, 655 F.2d 297 (D.C. Cir. 1981), cert. granted, 454 U.S. 1141 (1982), the United States Court of Appeals for the District of Columbia remanded that portion of the case concerning renewal of the broadcast license of public television station KCET for reconsideration by the FCC in light of the requirements of Section 504. The Supreme Court agreed to hear the case and scheduled oral argument for October 1982.

In another case concerning television, Greater Los Angeles Council on Deafness v. Community Television of Southern California, No. 78-4715 (C.D. Cal. Nov. 19, 1981), the district court enjoined the Department of Education from granting Federal financial assistance for the production of television programs until agency regulations ensure accessibility for hearing-impaired persons. The court also ordered the Justice Department and the FCC to develop compliance standards. These final orders have been stayed pending appeal to the Ninth Circuit Court of Appeals.

A preliminary injunction against nine Federal agencies was granted in June 1981 by the district court in Paralyzed Veterans of America v. Smith. The injunction requires the expedited promulgation of Section 504 regulations. A series of status conferences were held during FY 1982 to determine the progress of the agencies. At present, eight of the agencies have published Section 504 regulations. See infra "Review of Agency Regulations".

In Board of Education v. Rowley, 102 S. Ct. 3035 (1982), CRS staff participated in drafting an amicus brief concerning the application of the Education for All Handicapped Children Act of 1975 to the needs of a hearing-impaired elementary school student.

In Peck v. County of Alameda, No. 80-3629 (N.D. Cal. Dec. 18, 1981) plaintiffs sought an injunction under Section 504 requiring the county to provide sign language interpreters free of charge when necessary to enable hearing-impaired persons to participate as jurors. In response to an earlier administrative complaint, the Office of Justice Assistance, Research, and Statistics (OJARS) had issued findings that DOJ's Section 504 regulations, 28 C.F.R. 42.503(f), do not require course to provide sign language interpreters for jurors. The district court, however, disagreed with the administrative findings and held that DOJ's Section 504 regulations do require the free provision of sign language interpreter services.

The Civil Rights Division became aware of this case after the district court decision and promptly notified OJARS that its interpretation of the DOJ regulation was inconsistent with government-wide enforcement policy under Section 504. It also filed an amicus brief with the Ninth Circuit supporting appellees' argument that the district court decision be affirmed.

Section 507 INTERAGENCY COORDINATING COUNCIL

The Interagency Coordinating Council is a Cabinet-level council established under Section 507 of the Rehabilitation Act Amendments of 1978 P.L. 95-602, Section 120(a); 29 U.S.C. 794c (1979 Supp.) to coordinate the Federal implementation and enforcement of Title V of the Rehabilitation Act and to make recommendations, when appropriate, to the Congress for legislative and administrative change. The Federal agencies represented on the Council are the Department of Labor, Education, Justice, Health and Human Services, the Office of Personnel Management, the Equal Employment Opportunity Commission, and the Architectural and Transportation Barriers Compliance Board. From the Council's inception, the Attorney General has served as the Chairman of the Council but has designated the Assistant Attorney General for Civil Rights as his representative.

Council activity over the last fiscal year was held in abeyance pending the development by the Department of Justice of coordination regulations to implement its new authority under Executive Order 12250.

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